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ABSTRACT

The purpose of a study conducted by the Chancellor's Office of the California Community Colleges (CCCs) was to examine current policies and practices regarding the use of part-time faculty in the CCCs, faculty characteristics, implications for instructional quality, and policy options. The study involved a review of existing literature; data analyses; a survey of California community colleges regarding current practices with respect to part-time faculty; a comparison of survey results with those from a 1981 study; and a survey of community colleges in other states. Study findings included the following: (1) part-time faculty were often hired for their specific knowledge, to provide staffing flexibility, to teach odd-hours and off-campus, and because they are paid less than full-time faculty; (2) 39 of 106 colleges provided part-time faculty with limited reemployment rights; (3) most of the colleges' noncredit instruction was provided by part-time faculty, along with one-third of the class hours of credit instruction; (4) part-time faculty were younger and more often female than were full-time faculty; (5) two of every five full-time faculty members and nearly all part-time faculty responding to the 1981 survey had jobs outside the college; (6) all states responding to the Chancellor's survey indicated that their local colleges required some sort of out-of-class activity of their part-time faculty; and (7) evidence regarding differences in the quality of instruction provided by full- and part-time faculty was inconclusive. The study report includes a section on policy considerations which begins by reviewing prior (1978) policy recommendations and goes on to discuss policy options with reference to part-time faculty status, use, workload, support, evaluation, and compensation. The survey instruments, with summaries of findings, are appended. (LAL)

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STUDY OF PART-TIME INSTRUCTION

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STUDY OF PART-TIME INSTRUCTION

California Community Colleges

Research and Analysis Unit
Chancellor's Office

Sacramento
January 1987

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PART-TIME INSTRUCTION
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Preface

The use of part-time faculty in community colleges has been a major concern for more than a decade in both California and elsewhere in the country. Part-time faculty provide community colleges hiring flexibility and, in some cases, needed subject expertise -- at less cost than full-time faculty. However, part-time faculty seldom advise students, develop curriculum or participate in college governance. Some part-time faculty are seeking full-time employment and, it is argued, are being exploited. Others use their part-time work for a second income.

In an effort to examine a number of the issues concerning part-time faculty, this report reviews current practice on their use, their characteristics, implications of their use for the quality of instruction, and related policy considerations.

The study relies on a review of the existing literature, data collected by the Chancellor's Office, and two new surveys. The first survey is of current practices for part-time faculty in California community colleges. the results of which may be contrasted with a similar survey conducted in 1981. The second survey is a preliminary analysis of current practices for part-time faculty employed by community colleges in other states.

This study was conducted by the Chancellor's Office Research and Analysis Unit under the direction of Chuck McIntyre. Study findings are intended to serve as one input to efforts currently underway to implement reforms in California community college employment policies. We invite your comments and questions on the report.

Joshua L. Smith
Chancellor

Sacramento
January 1987

Summary

This study was undertaken as a result of a request by the Board of Governors that Chancellor's Office staff present a report to the Board on the use of part-time faculty. The report on the study begins with a review of current policy and practice for the use of part-time faculty, continues with an examination of their characteristics and the implications of their use for the quality of instruction, and ends with a discussion of policy options.

The Chancellor has convened two task forces under the authority of AB 3409 (Chapter 1465, Statutes of 1986) to study and develop recommendations in spring 1987 on (a) qualifications, hiring, evaluation, and retention of faculty and administrators and (b) the funding of community colleges, including a provision for differential support of instruction taught by full-time and by part-time faculty. These considerations, as they deal with part-time faculty, overlap the contents of this report. Consequently, the Board's work on the part-time issue should be coordinated with these efforts. This report is intended to aid that objective.

This report relies primarily on the existing literature, Chancellor's Office Management Information System, and two new surveys. The first survey is of current practices for part-time faculty in California community colleges, the results of which may be contrasted with a similar survey conducted in 1981. The second survey is a preliminary analysis of current practices for part-time faculty employed by community colleges in other states.

Major findings of the study are summarized below.

Policy and Practice

In California community colleges, part-time faculty are defined as those who teach not more than 60% of a full-time load. They are often employed for their specific knowledge, to provide staffing flexibility, to teach odd-hours and off-campus, and because their pay is less than that of full-time faculty.

Part-time faculty do not gain tenure rights and, therefore, have no right to notice or hearing if they are not to be rehired. While not legally required, 39 California community college districts do provide part-time faculty with limited rights, typically in collective bargaining contracts. Fourteen of these districts provide part-time faculty with reemployment rights, ranging from consideration of prior experience to a formal seniority system.

Over half of the districts have a formal procedure for the recruitment, screening, and selection of part-time faculty. At present, six of 10 California community college

faculty are part-time and they teach one-third of the colleges' class hours. The average part-time faculty member teaches just over five hours per week. The average full-time assignment, by contrast, is 16 hours per week and one-third of the full-time faculty also teach part-time overloads.

The current distribution of workload among full- and part-time faculty is remarkably similar to that reported a decade ago. The current number of part-time faculty is below its recent peak in 1981, having declined in 1982 and 1983 and since increased as a result of fluctuations in college budgets and enrollments.

Most of the colleges' noncredit instruction is taught by part-time faculty. However, nearly one-third of the class hours of credit instruction also are taught by part-time faculty. Most of the part-time faculty teaching credit courses are found in business, computer science and data processing, public affairs, and other vocational or career-oriented disciplines.

Few part-time faculty have assignments beyond classroom instruction. This situation is largely unchanged from 1981, although a few more districts (now 15) require part-time faculty to participate in program and course development than did at that time.

Another change during the past five years is the more frequent evaluation of part-time faculty, which in most cases involves greater participation by students and peers. Half of the districts evaluate their part-time faculty at least once per year. Just one-fourth did so in 1981.

Since most part-time faculty are hired for their subject matter expertise, rather than their knowledge of instructional methods, there is concern about in-service opportunities for their development. Twenty-three of the districts report an on-going program for the development and training of part-time faculty, mostly through orientation meetings.

At present, part-time faculty are paid at an hourly rate that is about three-fifths that paid to full-time faculty. When fringe benefits are added to this comparison the gap increases -- the part-time rate drops to 55% of full-time compensation. Just sixteen districts provide fringe benefits to part-time faculty. The current gap in compensation is similar to that reported ten years earlier in California.

Characteristics

In general, part-time faculty are younger and more often female than are full-time faculty, but their racial and ethnic background are the same. Part-time faculty have less prior education and have less teaching experience than do full-time faculty.

Since they are just five years younger than full-timers, on the average, many part-time faculty will be retiring during the next 10 to 15 years, thereby opening faculty recruitment challenges and opportunities that are similar to those anticipated among the full-time ranks.

Two of every five full-time faculty and nearly all part-time faculty responding to the 1981 survey indicated they held other jobs outside the college. One of every four part-time faculty reported teaching part-time at another institution. While the data aren't strictly comparable the incidence of these individuals, sometimes termed "freeway fliers," appears to have been substantially greater than was estimated in an earlier (1974) survey.

Part-time faculty are a very heterogeneous group, some teaching part-time at several institutions, others teaching full-time at another institution, others working full-time in business, and still others self-employed. Some are interested in obtaining a full-time teaching job, while others are teaching part-time to supplement their first income or simply for pleasure.

Compared to Other States

The variation in practice regarding part-time faculty that exists among community colleges in California appears similar to that which exists elsewhere in the country.

Less than half of the other states responding to the Chancellor's Office survey have collective bargaining for community college faculty and just half of those include part-time faculty in the bargaining process. Few states have statewide policies for part-time faculty. For instance, only one-fifth of the states report having a statewide statute or regulation that limits the use of part-time faculty by community colleges.

While only one state reported having a statewide statute that required part-time faculty to participate in out-of-class activities, all states report that their local colleges require some out-of-class activity -- most often program and course development, assisting students in registration, serving on instructional committees and holding office hours.

Relatively more part-time faculty teach in California community colleges than in community colleges elsewhere. (California also enrolls relatively more part-time students.) Full- and part-time faculty in California appear to carry slightly greater class loads than are taught elsewhere, and it appears that the classes taught in California are larger as well. This is due partly to the fact that California colleges are about twice the size of those in other states.

While the data are incomplete, it appears that full- and part-time community college faculty are paid at higher levels in California than elsewhere. For those states

reporting part-time salaries, the pay differential between part- and full-time is the same (three-fifths) as that reported in California.

Quality

Evidence on differences in the quality of classroom instruction resulting from the use of part- and full-time faculty is inconclusive. Studies of student performance and persistence and of faculty ratings show no observable differences in the performance of the two faculty types. Unfortunately, most of these studies involve small samples of faculty in specific disciplines which makes it difficult to generalize their results.

It would appear that the greater support typically afforded full-time faculty, other things being equal, enables them to perform more effectively. Since few community colleges require part-time faculty to advise students or to develop curriculum, there may be a difference in overall instructional quality that results when too many part-time faculty are hired.

Policy Considerations

Like most other states, California has few uniform statewide policies on the use and support of part-time faculty, leaving virtually all such decisions up to the local community colleges. Moreover, current California policies are ambiguous and inconsistent. Statutes defining the status of part-time faculty have been the subject of considerable litigation. There is a statutory limit to discourage the use of part-time faculty, but no specific sanctions if colleges do not comply. By contrast, funding policies encourage greater use of part-time faculty. Finally, there are no uniform policies on the rights, support or responsibilities of part-time faculty. The relatively few local policies that do exist vary substantially from district to district.

The last general Board of Governors' policy on the use of part-time faculty in community colleges was adopted in 1978, although the Board has taken positions on related legislation since that time. This past year, the Master Plan Review Commission and the Joint Legislative Committee on the Master Plan have made extensive recommendations for changes in policies for part-time faculty.

Policy changes should address the substantive aspect of each issue or problem concerning part-time faculty. The relevant problems include status, use, workload, support, evaluation, and compensation of part-time faculty. While improvements in policy and practice appear warranted, most involve some cost. Beyond the policy considerations involving the costs and benefits for instruction, there also must be consideration of the governance context: where and by whom are policies to be made and who decides how they are to be carried out?

Background

The use of part-time, temporary faculty in community colleges has been a concern for more than a decade in both California and elsewhere in the county. On the one hand, part-time faculty provide community colleges with hiring flexibility and, in some cases, needed subject expertise, at less cost than full-time faculty. On the other hand, part-time faculty seldom advise students, develop curriculum or participate in college governance and their overuse could detract from the quality of college instruction. Moreover, it is argued that some of the part-time faculty seek full-time employment and are being exploited. The result of such concerns has been a continuing series of studies, litigation and legislation.

This report results from a request by the Board of Governors that Chancellor's Office staff "...develop an analysis and plan for solution to the part-time faculty issue." The work begins with a review of current policy and practice for use of part-time faculty, continues with an examination of their characteristics and implications of their use for the quality of instruction, and ends with a discussion of policy considerations.

Information in this report should serve as one input to current efforts to implement reforms on community college employment issues. The Addendum to the Board's 1986 Basic Agenda calls for "...statutory changes which will more appropriately clarify and delineate the role of community college staff..." Changes to policy on part-time faculty also are included in recommendations by the Master Plan Review Commission and by staff of the Joint Legislative Committee on the Master Plan and were part of the proposed 1986 California Community College Reform Act.

Legislation (AB 3409, 1986) requires the Chancellor to convene two task forces to study and develop recommendations on finance and employment. The work on finance, due by May 1, 1987, is to include, among other things, review of an adjustment to the funding of instruction for "...full-time equivalent courses taught by full-time and part-time faculty." The work on employment, due by March 15, 1987, requires proposals on the qualifications of faculty (with the possibility of different requirements for academic and vocational instructors) and on the process for hiring, evaluation and retention. These considerations, as they deal with part-time faculty, overlap the contents of this report. Consequently, it appears that the Board of Governors ' and Chancellor's work on the part-time issue should be coordinated through these efforts. This report can aid that objective.

The analysis in this report relies on a review of the pertinent literature, other studies -- particularly that prepared in response to AB 1550 (1980), data from the Chancellor's Office Management Information System, and two new 1986 surveys: one of current practices for part-time faculty in California community college districts; the other, a preliminary analysis of practices for part-time faculty employed by community colleges in other states.

Policy and Practice

There are over 350 California Education Code sections governing the employment of certificated employees in community colleges. Most of these statutes apply to full-time contract (probationary and regular) faculty and deal with such topics as status, hiring and retention, evaluation, and affirmative action. Statutes and policies regarding part-time faculty are less detailed and, in some cases confusing.

Status

A faculty member's status in a community college falls into one of three categories: (a) permanent faculty who are tenured, (b) probationary faculty who are on a tenure track, and (c) temporary faculty who are in positions which do not lead to tenure. The latter group includes faculty teaching for a limited term, on categorical funding, and those teaching part-time (less than full-time). Part-time faculty are employed by a short-term contract with no guarantee of being rehired for the next academic term or year. However, continuous employment over a long period of time through a series of short-term contracts may, under certain conditions, establish a legitimate "expectancy of reemployment." Several court cases have upheld suits by part-time faculty claiming they had a clear statutory or contractual right to continued employment.

In California, community college faculty hired for full-time, permanent positions initially serve two years as contract or probationary employees. If rehired for the third year, they then become regular or tenured instructors. If they are not to be rehired for the third year, they must be given notice in March of the second year. Thus, a decision on tenure for a probationary instructor must be made by the middle of the instructor's second year of teaching.

This policy on tenure means that, at any given time, most California community college full-time faculty hold tenure. In fall 1985, less than 7% of full-time faculty in California Community colleges were on probation (see Table 1) This proportion was down from 1981 because there has been little hiring of new full-time faculty in recent years. During the past five years, districts report that less than 3,000 new full-time faculty have been hired (see Table 2). This hiring rate, which varied from 2.5% to 4.6% each year, was not quite high enough to keep pace with the separations.

In most institutions of postsecondary education, where regular academic ranks are utilized, about one-third of the full-time faculty will be at less than Associate Professor level and about the same proportion on probation (Carnegie, 1985). The length of probation varies, but typically is five years or longer.

Part-time faculty in California community colleges, by contrast, do not acquire tenure status. The governing statute, California Education Code Section 87482, defines part-time instructors as those hired to teach not more than 60% of a full-time

Table 1
STATUS OF FACULTY
CALIFORNIA COMMUNITY COLLEGES

STATUS	FALL 1981	FALL 1985	NUMBER CHANGE	PERCENT CHANGE
FULL TIME ASSIGNMENT				
Contract (probation)	1,189	986	- 203	- 17.0
Regular	13,220	14,063	843	6.4
Temporary	1,823	582	- 1,241	- 68.1
PART-TIME INSTRUCTIONAL ASSIGNMENT				
Instructional Only	28,051	23,783	- 4,268	- 15.2
In Addition to Classified Assignment	449	466	17	3.8
TOTAL	44,732	39,880	- 4,852	- 10.8

SOURCE: *Annual Reports on Staffing and Salaries*, Fall 1981 to Fall 1985; Chancellor's Office, California Community Colleges.

Table 2
NEW HIRES, PROMOTIONS, REHIRED AND CONTINUING
FULL-TIME FACULTY
CALIFORNIA COMMUNITY COLLEGES
1981 - 1985

YEAR	CONTINUING		PROMOTED		REHIRED		NEW HIRE		ON LEAVE		UNKNOWN	TOTAL
	#	%	#	%	#	%	#	%	#	%		
1981	14844	91.5	132	0.9	75	0.4	757	4.6	431	2.6	173	16412
1982	15063	91.8	232	1.4	39	0.2	501	3.1	582	3.5	2	16419
1983	14771	91.0	267	1.6	61	0.4	403	2.5	733	4.5	0	16235
1984	13870	88.9	266	1.7	93	0.6	611	3.9	764	4.9	0	15604
1985	13993	89.5	129	0.8	40	0.3	697	4.5	772	4.9	0	15631

SOURCE: *Annual Reports on Staffing and Salaries*, Fall 1981 to Fall 1985; Chancellor's Office, California Community Colleges.

assignment; the latter to be defined by the employing district. Part-time faculty are "temporary" and do not become "contract" employees.

Adding confusion to this definition is the statute that grants regular (permanent) status to probationary employees who serve three complete and consecutive school years. A complete school year is defined as 75% of the number of hours considered to

be a full-time assignment. In one California case, however, the court ruled in favor of a unified school district teacher who had taught 75% of the days (not hours). While it is not clear that rulings for California elementary and secondary school cases would hold for community college faculty, the latter's status and tenure rights are governed by statutes that are derived from those applicable to elementary and secondary schools.

As noted, if the contracts of full-time faculty are not to be extended, they must be notified by the March 15th preceding the academic year for which they are to be terminated. The cause must be that their program is to be cancelled or that enrollment losses are greater than the average of the prior two years. Fiscal or other difficulties are not factors creating a basis for dismissal. Due process rights for appeal and hearings are detailed in the law.

Without tenure rights, part-time instructors have no right to notice or hearing if they are not to be rehired. While not legally required, over half of all California community college districts do provide part-time faculty with certain rights in matters of reemployment, promotion, and due process in grievances. (Thirty-nine of 69 districts responding to the 1986 Chancellor's Office survey indicate they provide such rights. See Appendix A.) These rights are typically specified in collective bargaining contracts, though they are quite limited, particularly in comparison to those afforded full-time faculty. Fourteen districts provide part-time faculty with reemployment rights, ranging from consideration of prior experience to a formal seniority system.

The consequence of these policies is that there is considerable turnover among part-time faculty. About three of every four part-time faculty that taught the prior year continue; nearly one in four are new (see Table 3).

Across the country, statewide policies on employee rights for part-time faculty are virtually nonexistent. The 1986 Chancellor's Office survey of community college policies in other states reveals that less than one in every five responding states has a statewide policy that provides part-time faculty with any employee rights, such as reemployment, promotion, and due process in grievances. (See Appendix B.)

A 1980 survey by the College and University Personnel Association (CUPA) of 795 institutions found that 14% offered tenure to part-time continuing faculty (Gappa, 1984). The criteria for eligibility in these cases was the same as that for full-time faculty. In the same survey, 54% of the public institutions had policies for retrenchment. Three-fifths of these institutional policies also specified that particular academic units had to be eliminated prior to the naming of individuals, part-time faculty were eliminated before full-time faculty, and those with tenure were eliminated last.

With just several exceptions, part-time and full-time faculty are members of the same bargaining unit in California community college districts.

Table 3
NEW HIRES, PROMOTIONS, REHIRED AND CONTINUING
PART-TIME FACULTY
CALIFORNIA COMMUNITY COLLEGES
1981 - 1985

YEAR	CONTINUING		PROMOTED		REHIRED		NEW HIRE		ON LEAVE		UNKNOWN	TOTAL
	#	%	#	%	#	%	#	%	#	%		
1981	22996	80.6	23	0.1	920	3.2	4557	16.0	29	0.1	278	28803
1982	19985	79.0	96	0.4	739	2.9	4474	17.7	15	0.0	10	25309
1983	18560	81.2	33	0.1	332	1.5	3906	17.1	12	0.1	4	22847
1984	17933	75.6	29	0.1	502	2.1	5250	22.2	13	0.0	3	23727
1985	18352	75.6	24	0.1	328	1.3	5564	22.9	9	0.1	1	24277

SOURCE: *Annual Reports on Staffing and Salaries*, Fall 1981 to Fall 1985; Chancellor's Office, California Community Colleges.

Prior to 1973, the National Labor Relations Board (NLRB) leaned toward inclusion of part-time faculty in the same collective bargaining units as those for full-time faculty. In a 1973 decision for New York University, the NLRB reversed this decision on the basis of differences in the rights and working conditions of part-time and full-time faculty. Determinations are made on a case-by-case basis, however. Two decisions by the California Public Employment Relations Board (PERB) for the San Joaquin Delta and Los Rios districts hold basically that part-timers should be included in the same bargaining unit as full-timers.

Elsewhere across the country, statutes on collective bargaining for community college faculty are quite varied. Two of every five states have collective bargaining statutes for community college faculty. In those states that do, two-thirds provide (like California) for locally-determined, rather than statewide, units. However, half of the states whose faculty bargain include only full-time faculty in the process; the other half include both full-time and part-time faculty.

Use

Part-time instructors are used because (a) certain of them have knowledge specialties not present among the full-time faculty, (b) they afford the districts a flexibility to meet enrollment fluctuations not provided by full-time faculty, (c) they enable relatively small colleges to schedule course offerings in a broad range of small programs, (d) they are available for off-campus teaching at odd hours, and (e) their compensation is less than that of full-time faculty.

Statutory limits on the use of part-time faculty in California community colleges were first enacted in 1981 and now extend through 1987 to restrict districts from using part-time faculty to teach more than 30% of a district's workload or the average workload employed between 1980 and 1983. Districts determine if they are out of compliance and, if so, submit corrective plans to the Board of Governors for approval. In 1985, five districts that did not comply with this statute submitted corrective plans to the Board of Governors for approval. However, there are no sanctions for not complying with this law and the Board of Governors' role is partial at best. Also, there are no statewide limits on the amount of part-time overload teaching that may be assigned to full-time faculty in addition to their regular load, although some local collective bargaining contracts address this issue.

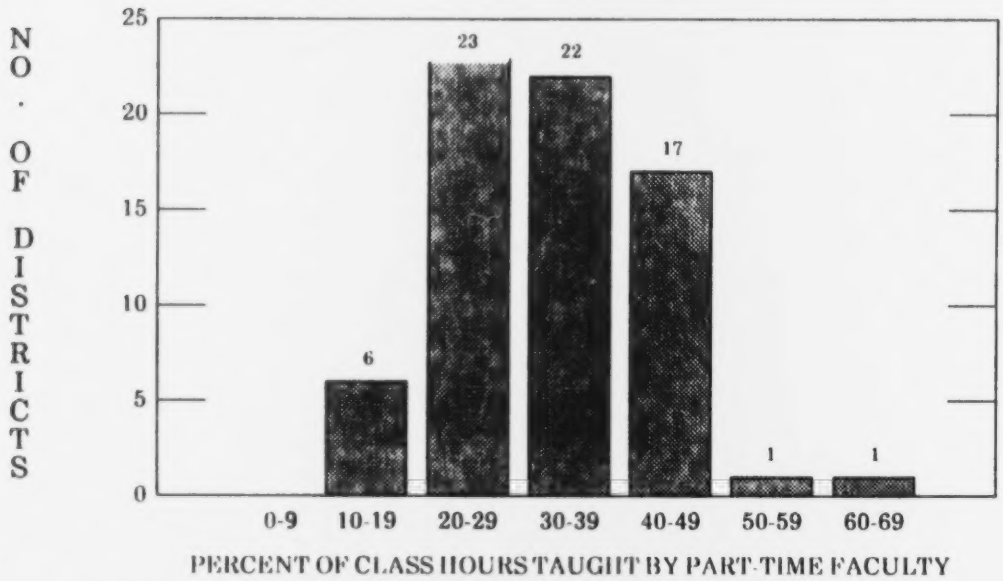
At present, over half of California community college districts have a formal procedure for the recruitment, screening, and selection, of part-time faculty. In the typical procedure, the position is advertised, applicants are interviewed by a committee which includes the chairperson and a faculty member from the using department, and a recommendation is made by this committee to the responsible administrator(s). While these committees are supposed to use affirmative action policies similar to those used in the hiring of full-time faculty, it isn't clear from data reviewed below that this always occurs.

Six of ten California community college faculty are employed part-time. They teach 32% of the course hours taught statewide, although this varies by district: from a low of 15% at San Joaquin Delta to a high of 61% at South Lake Tahoe. As noted in Figure 1, the use of part-time faculty is a general practice that occurs in all but a few districts.

Of the faculty who teach full-time, one-third teach an overload (or part-time) assignment beyond their full-time assignment. About 6% of all course hours are taught in this manner. Thus, while 32% of class hours is taught by part-time faculty, 39% is taught by full-time faculty on a regular assignment, and the remaining 28% of course hours is taught by full-time faculty who carry both a regular and an overload assignment (see Table 4).

The use of part-time faculty also varies substantially by discipline. Most noncredit instruction is taught by part-timers (see Figure 2a). Half of the noncredit instruction is taught in interdisciplinary topics, primarily in English as a second language, adult basic education, and courses for older and handicapped adults (see Table 5). In these programs, 70% of the class hours are taught by part-timers. The percentage is greater in other disciplines, particularly in physical and special education and in the industrial, fine and applied arts. By contrast, nearly one-half of the noncredit class work in business and in the health professions is taught by full-time faculty, in many instances on an overload assignment.

Figure 1
DISTRIBUTION OF COMMUNITY COLLEGE DISTRICTS ACCORDING TO PERCENTAGE OF CLASS HOURS TAUGHT BY PART-TIME FACULTY
FALL 1985



SOURCE: See Table 1.

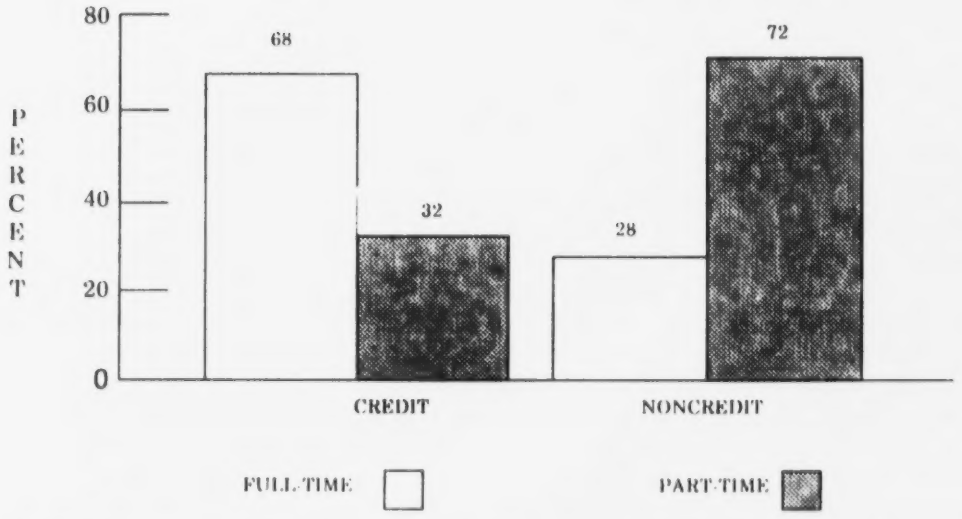
Table 4a
FACULTY WORKLOAD
CALIFORNIA COMMUNITY COLLEGES
FALL 1985

CATEGORY	NUMBER	%	HOURS TAUGHT	%	HOURS/ FACULTY
FULL TIME					
Regular Assignment Only	9,161	24	148,317	39	16.2
Regular plus Overload	5,276	14	85,471	22	16.2
			24,180	6	4.6
			109,651	28	
PART TIME	23,790	62	127,570	33	5.4
	38,227	100	385,538	100	---

Table 4b
FACULTY WORKLOAD
CALIFORNIA COMMUNITY COLLEGES
FALL 1981

CATEGORY	NUMBER	%	HOURS TAUGHT	%	HOURS/ FACULTY
FULL-TIME					
Regular Assignment Only	9,716	23	156,197	38	16.1
Regular plus Overload	5,664	14	91,055 26,558	22 6	16.1 4.7
			117,613	28	
PART-TIME	26,513	63	140,338	34	5.3
	41,893	100	414,149	100	---

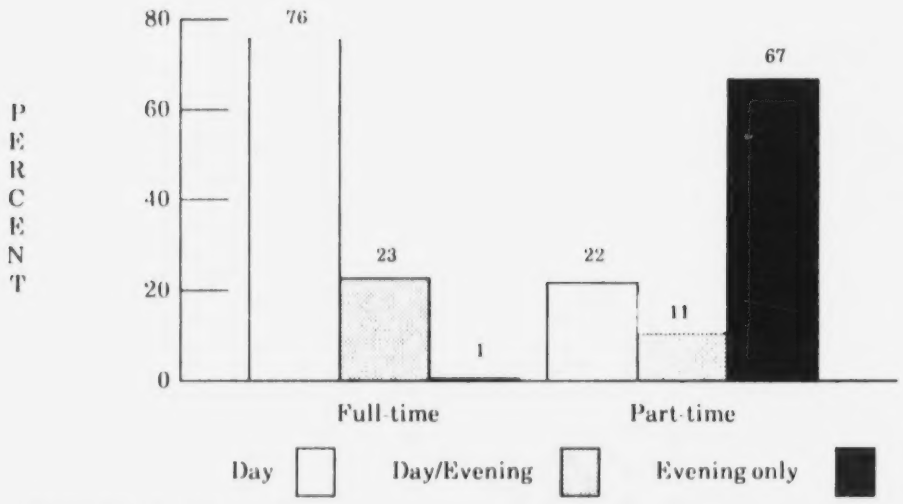
Figure 2a
PERCENT OF CLASS HOURS TAUGHT BY
FULL TIME AND PART-TIME FACULTY
CALIFORNIA COMMUNITY COLLEGES
FALL 1985



SOURCE Chancellor's Office, California Community Colleges, Management Information System.

Two-thirds of all part-timers teach only in the evening. However, nearly one-fourth of all part-time faculty have assignments that are scheduled exclusively during the daytime hours (see Figure 2b).

Figure 2b
DISTRIBUTION OF FULL-TIME AND PART-TIME FACULTY
BY PRIMARY ASSIGNMENT
CALIFORNIA COMMUNITY COLLEGES
FALL 1985



SOURCE: See Figure 2a.

In credit instruction, most part-timers are found in the vocational or career-oriented disciplines. The heaviest proportions are found in business, computer science and data processing, public affairs and administration, law, consumer education, architecture and environmental design, and foreign languages. (See Table 6.) Relatively few part-time faculty teach in the biological, physical and social sciences, the health professions, psychology, and advertising and communications. This pattern is nearly identical to that reported in California community colleges ten years earlier by Sewell, Brydon, and Plosser (1976).

Small, rural colleges attempting to put on a broad range of courses will tend to employ relatively more part-time faculty than other larger colleges. There aren't as many full-time course loads in a college with numerous small programs. The five districts that were in violation of the part-time faculty limitation in 1985 were all small: South Lake Tahoe, Mendocino-Lake, Palo Verde, Victor Valley, and West Hills. Many small districts utilize a relatively high number of part-time faculty to teach their credit programs.

The statewide pattern for use of part-time faculty is quite similar to that which existed in the mid 1970s, but down from the peak use of part-time faculty reported for 1977 when about two of every three faculty were part-time (see Figure 3). The rapid growth in enrollment and part-time faculty of the 1970s was halted by the

Table 5
NUMBER AND PERCENT OF NONCREDIT WFCH TAUGHT BY
FULL-TIME AND PART-TIME FACULTY DURING FALL 1985

Name		Full-time		Part-time		Total Hours
		Hours	%	Hours	%	
01	Agri/Natural Resources	5	25.0	15	75.0	20
02	Arch/Environmental Design	0	0.0	3	100.0	3
04	Biology/Botany	15	39.5	23	60.5	38
05	Accounting/Business/Office	1,324	44.9	1,627	55.1	2,951
06	Advertising/Communication	3	5.0	57	95.0	60
07	Computer/Data Processing	199	29.1	484	70.9	683
08	PE/Spec. Ed/Industrial Arts	378	11.1	3,033	88.9	3,411
09	Engineering/Industrial Tech.	760	38.4	1,221	61.6	1,981
10	Fine & Applied Arts	274	13.5	1,761	86.5	2,035
11	Foreign Languages	29	26.4	81	73.6	110
12	Health Professions	380	46.7	433	53.3	813
13	Consumer Ed/Home Economics	599	20.4	2,335	79.6	2,934
14	Law	0	0.0	24	100.0	24
15	English/Humanities	154	26.4	430	73.6	584
16	Library Science	--	--	--	--	--
17	Mathematics	51	48.1	55	51.9	106
19	Physical Sciences	21	48.8	22	51.2	43
20	Psychology	29	14.9	166	85.1	195
21	Public Affairs & Administration	65	12.5	455	87.5	520
22	Social Sciences	65	26.6	179	73.4	244
30	Commercial Services	153	40.8	222	59.2	375
49	Interdisciplinary	5,353	20.7	12,669	70.3	18,022
TOTAL		9,857	28.0	25,295	72.0	35,152

SOURCE: Management Information System, Chancellor's Office, California Community Colleges

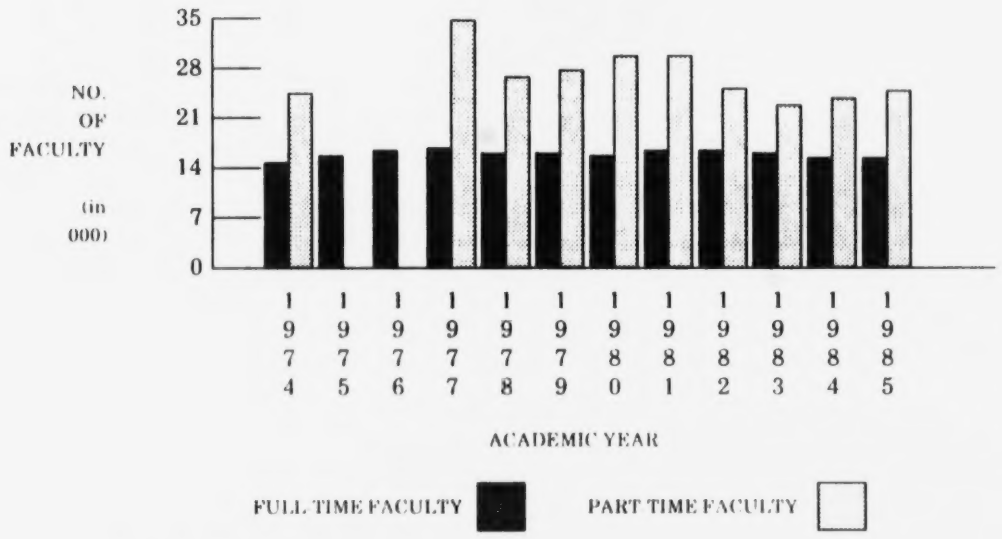
budget cuts that resulted from Proposition 13 (1978) and since that time the use of part-time faculty has fluctuated in relation to funding and resulting enrollment.

Table 6
NUMBER AND PERCENT OF CREDIT WFCH TAUGHT BY
FULL-TIME AND PART-TIME FACULTY DURING FALL 1985

Name		Full-time		Part-time		Total Hours
		Hours	%	Hours	%	
01	Agri/Natural Resources	3,166	75.0	1,055	25.0	4,221
02	Arch/Environmental Design	951	57.5	703	42.5	1,654
04	Biology/Botany	10,714	85.2	1,854	14.8	12,568
05	Accounting/Business/Office	19,882	56.5	15,318	43.5	35,200
06	Advertising/Communication	2,747	75.0	917	25.0	3,664
07	Computer/Data Processing	7,151	56.0	5,615	44.0	12,766
08	PE/Spec. Ed/Industrial Arts	22,114	70.9	9,087	29.1	31,201
09	Engineering/Industrial Tech.	25,115	66.4	12,729	33.6	37,844
10	Fine & Applied Arts	22,556	66.6	11,321	33.4	33,887
11	Foreign Languages	6,247	58.1	4,514	41.9	10,761
12	Health Professions	19,841	78.1	5,575	21.9	25,416
13	Consumer Ed/Home Economics	4,551	57.5	3,368	42.5	7,919
14	Law	576	57.5	425	42.5	1,001
15	English/Humanities	24,040	71.3	9,661	28.7	33,701
16	Library Science	63	63.6	36	36.4	99
17	Mathematics	14,787	66.8	7,359	33.2	22,146
19	Physical Sciences	13,250	84.8	2,380	15.2	15,630
20	Psychology	6,016	76.9	1,810	23.1	7,826
21	Public Affairs & Administration	4,607	44.8	5,669	55.2	10,276
22	Social Sciences	18,355	81.9	4,114	18.3	22,469
30	Commercial Services	3,370	70.4	1,419	29.6	4,789
49	Interdisciplinary	11,373	63.5	6,534	36.5	17,907
TOTAL		241,482	68.4	111,463	31.6	352,945

SOURCE: Management Information System, Chancellor's Office, California Community Colleges

Figure 3
CALIFORNIA COMMUNITY COLLEGES
NUMBER OF FULL- AND PART-TIME FACULTY
1974-1985



SOURCES: 1974: Sewell, Brydon, and Plosser (1976).
1975 through 1984: Chancellor's Office Survey. (No part-time data were collected for 1975, 1976 and 1977. Data for 1977 part-time count are based on a sample survey.)

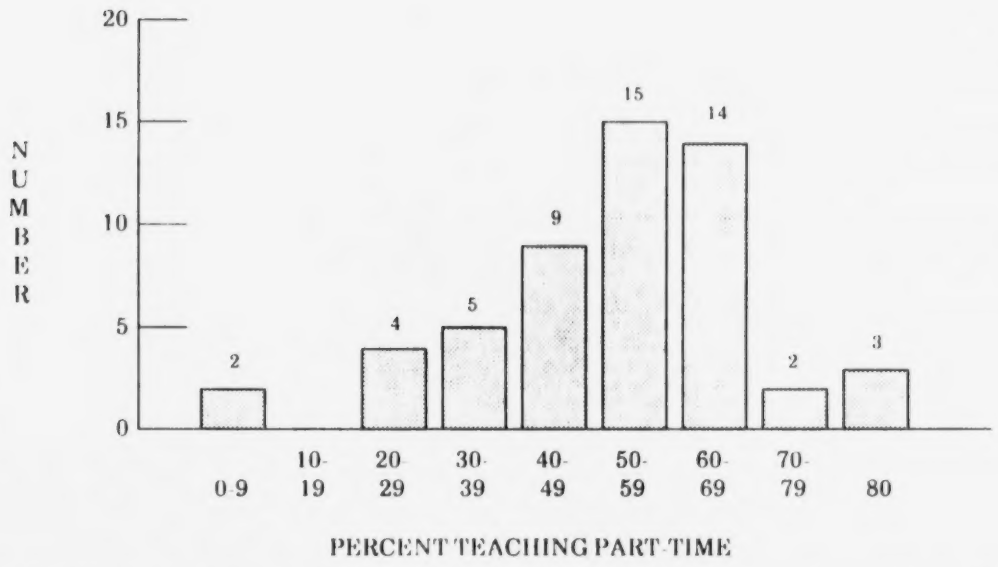
Relatively more part-time faculty are employed by California community colleges than is the case for community colleges in all but 16 of the other 53 states and territories with community colleges. (See Figure 4.) The average proportion of faculty teaching part-time elsewhere is 55%, in contrast to California's figure of 62%.

One-fifth of the other states responding to the Chancellor's Office survey report having a statewide statute or regulation that limits the use of part-time faculty in community colleges. In over half of the states that do not have uniform statewide limits, local colleges set their own limits on the use of part-time faculty. Some states also constrain the use of part-time faculty by favoring full-time faculty in the budget formulas that allocate funds to the colleges.

While the use of part-time faculty is a concern to accrediting agencies, none of the regional commissions that accredit community colleges have any quantitative standards on this subject. Some of the professional accrediting agencies do have quantitative standards but, in general, most of their scrutiny deals with the qualifications of the part-time faculty.

The regional commission of the Southern Association of Colleges and Schools, in 1977, did adopt a qualitative statement on the use of part-time faculty:

Figure 4
DISTRIBUTION OF STATES AND TERRITORIES
BY PERCENT OF COMMUNITY COLLEGE FACULTY TEACHING PART-TIME
FALL 1985



SOURCE: *Statistical Analysis, 1986*, American Association of Community and Junior Colleges.

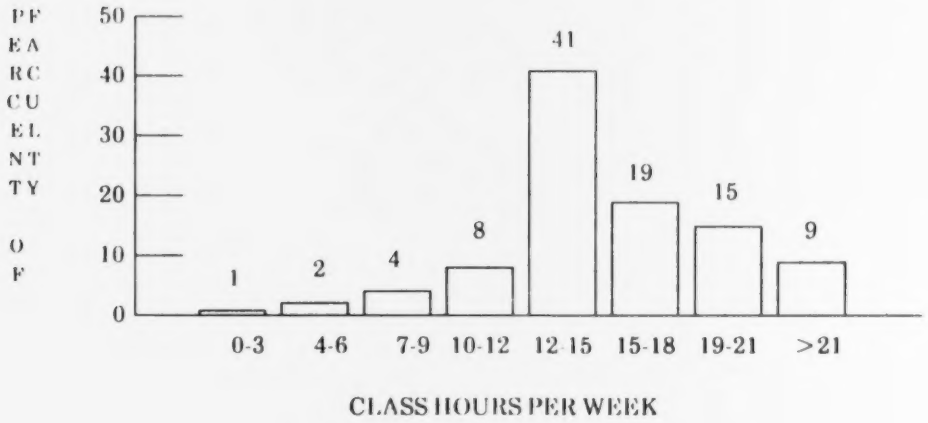
> "The institution should establish clear personnel policies concerning the employment of part-time faculty members...including matters such as faculty status, tenure, contractual security, promotion, raises, and fringe benefits."

The statement also requires institutions to "provide for appropriate preparation, supervision, and evaluation" of part-time faculty and concludes with the note that "Care should be taken...that the educational program of the institution does not depend too heavily on part-time faculty...In specialized, technical or vocational education programs, it is essential that the institution secure at least one full-time faculty member in curricular areas in which majors are offered."

Workload

During the fall 1985, full-time faculty taught regular assignments averaging just over 16 class hours per week (see Table 4 above). Four of ten full-time faculty teach 12 to 15 weekly class hours in their regular assignment (see Figure 5a) Another four of ten full-time faculty teach over 15 hours. One in ten teaches over 21 hours per

Figure 5a
FULL-TIME FACULTY WORKLOAD DISTRIBUTION
CALIFORNIA COMMUNITY COLLEGES
FALL 1985
(Regular Assignment)



SOURCE: See Table 4.

week. Additional overload (not shown here) would increase this workload distribution. About half of the faculty teaching overload teach two or three courses. The average overload assignment, nearly five additional hours per week, would bring the average workload for those with an overload assignment to about 21 hours per week.

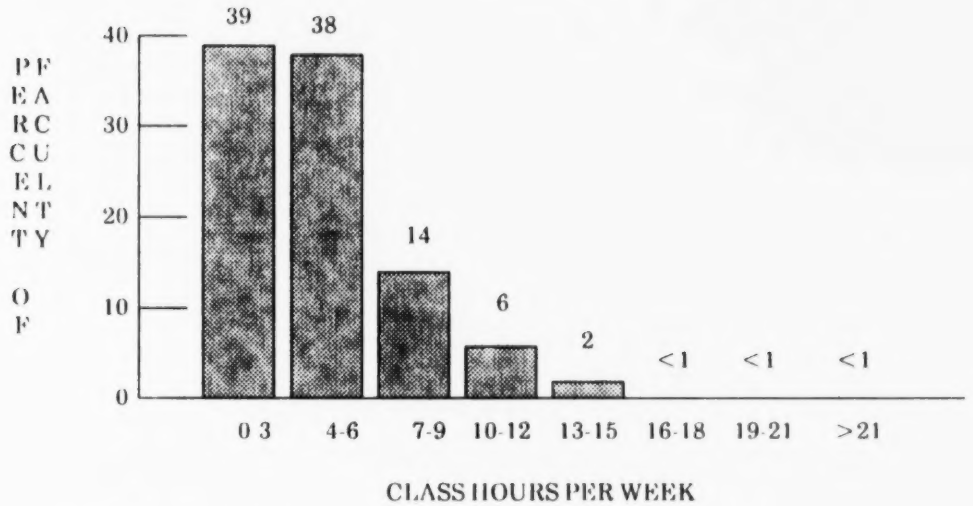
By contrast, part-time faculty teach an average of just over five hours per week. Four of every ten part-time faculty teach one or two classes. (See Figure 5b.)

Nine percent of part-time instructors are reported to teach over nine weekly contact hours which, for many districts would appear to exceed the 60% cut-off for a full-time assignment. This, however, is due to individuals teaching less-than-term length courses as of the reporting period. Their term-equivalent work would be less than 60%.

Remarkably little change has occurred in faculty class assignments over the past decade. Sewell, Brydon, and Plosser (1976) reported that graded (credit) class hours were distributed in the following ways in 1974-75:

regular assignment	62%
regular assignment plus overload	10%
part-time	28%

Figure 5b
PART-TIME FACULTY WORKLOAD DISTRIBUTION
CALIFORNIA COMMUNITY COLLEGES
FALL 1985



SOURCE: See Table 4

Between 1974 and 1981, the proportion of instruction taught by full-time faculty on overload declined and that taught by part-timers increased (see Table 4). Since 1981, slightly less community college instruction has been taught by part-time faculty. Otherwise, average class workload and the proportion of full-time faculty teaching overload have changed little in the past ten years.

Nearly all full-time faculty in California community colleges, responding to a 1981 Chancellor's Office survey, reported holding required office hours (Chancellor's Office, California Community Colleges, 1982). This work averaged just over 4.4 hours per week. Over 40% of these full-time faculty reported that additional on-campus hours were required for staff meetings, curriculum development and other related activities. The average time spent on these activities was nearly six hours per week. Thus, about 10 hours in activities beyond the classroom and its preparation were spent by these full-time faculty each week.

By contrast, part-time faculty have few, if any, assignments beyond the classroom. Only 2% of part-time faculty responding to the 1981 survey reported that office hours were required. This situation has not changed appreciably. In 1981, nine of 69 districts required part-time faculty to hold office hours. Today, six of 68 districts report a similar requirement.

Other requirements of part-time faculty are generally unchanged over the past five years, except that the number of districts requiring participation in program and

course development has doubled (from 7 to 15) and the number requiring part-timers to maintain instructional equipment also has increased.

The classroom workload of California community college faculty appears to be greater than that reported for faculty elsewhere in the nation. Other states report that, in general, full-time faculty teach just over 15 class hours per week, while part-time faculty teach an average of about four class hours (both figures slightly less than the average Californian). But, while class assignments are similar, the average student:faculty ratio in California community colleges is nearly three-fifths greater than the average ratio elsewhere in the country. Even when these ratios are adjusted for estimated differences in student academic loads, the student credit hour:faculty ratio in California is nearly one-third greater than that elsewhere:

	1985 Estimates for	
	California	Other States
Student:Faculty Ratio	30:1	19:1
Student Credit Hour:Faculty Ratio	222:1	167:1
Average College Size	9,600	4,300

SOURCE: Derived from 1986 *Statistical Analysis* by the American Association of Community and Junior Colleges.

The difference in workload appears attributable largely to the larger classes taught in California because of the larger-sized colleges. The consequence, in any case, is that California faculty generally teach a larger weekly student contact hour load than is taught elsewhere in the country.

Data are not available on the overload assignments taught by full-time faculty in other states. It does appear to be a concern in some states, however. Eight states responding to the Chancellor's Office survey report they have a statewide policy or statutory restriction on the extent of overload that may be taught by full-time faculty. These policies vary, ranging from a limit of one course per term to the stipulation that such work be confined to evenings or weekends.

Support

One of the typical observations from studies about part-time faculty is that they are afforded far less institutional support than are full-time faculty. In most instances, the part-timers are not provided office space. As noted above, few California community colleges require part-time faculty to hold office hours.

Friedlander, in a 1980 review of three national surveys, found that part-time faculty were less likely (than full-time faculty) to have access to or use instructional support services. Other studies show that the lack of office space, telephones, and secretarial

and other assistance are the most persistent sources of frustration among part-time faculty (Leslie, Kellams, and Gunne, 1982). By contrast, a 1986 study in the Peralta (California) Community College District showed that just one in five part-time faculty felt that support services were a major problem, ranking this concern well behind such factors as job security, lack of fringe benefits, inadequate compensation and insufficient teaching hours.

Another concern is the information available to part-time faculty about institutional policies and practices such as grading, registration, attendance reporting, counseling, and payroll. Half of the part-time faculty responding to the Peralta study said they lacked adequate information about grading procedures and counseling services for students.

Most part-time faculty are hired for their subject matter expertise, rather than their knowledge of instructional methods. Relatively few have had any pedagogical training. To make up for this lack, colleges must provide orientation and in-service opportunities for the development of part-time faculty.

Twenty-three of 68 California community college districts report they have an on-going procedure for staff development and training of part-time faculty, mostly through orientation meetings. Thirteen of these districts report that participation is required. This situation is changed from 1981, when eight of 69 districts reported requiring part-time faculty to participate in staff development programs. Twelve districts currently require part-time faculty to regularly attend staff meetings, a number that is nearly unchanged from 1981.

These findings generally correspond to results of a national study by Leslie, Kellams, and Gunne (1982), where nearly one-third of the community colleges sampled reported organized efforts at orientation and staff development for part-time faculty. An earlier study by Moe (1977) of large community colleges across the country showed that two-thirds offered orientation for part-time faculty, nearly half required attendance at division meetings, and that two of five provided a full-time faculty member for liaison purposes. Less than one-third provided workshops and one-fifth provided seminars.

Evaluation

Full-time contract (probationary) faculty in California community colleges must be evaluated every year and those on regular (tenure) status once every two years. There is no statutory policy on the evaluation of part-timers, however, and a number of local districts have no policy, leaving this matter up to individual divisions or departments if it is to be done at all.

Seven of 68 community college districts evaluate tenured full-time faculty once per term or year, generally using written surveys of students. Other districts evaluate

according to the once-every-two-year legal requirement. By contrast, 26 districts evaluate their probationary faculty each term -- more often than is required. Most of this evaluation is performed by the administration, although self-evaluations and student evaluations are used as well.

Nearly half of the California community college districts evaluate part-time faculty each term or once each year. (See Table 7.) Most often, this evaluation is performed

Table 7
FREQUENCY OF EVALUATION OF
PART-TIME FACULTY, 1981 AND 1986

FREQUENCY	1981		1986	
	No. of Districts	%	No. of Districts	%
Each Term	4	5.9	11	15.9
Once per Year	13	19.1	23	33.8
Once Every Two Years	29	42.6	20	29.0
Other	22	32.4	15	21.2
TOTAL	68	100.0	69	100.0

SOURCE: *Report on Faculty Employment*, Chancellor's Office, January 1982 and *Survey of District Faculty Selection, Duties and Evaluation Practices*, Chancellor's Office, August 1986.

by the district administration or designee, although 16 districts report the use of a team of faculty peers or faculty, administration, and students (see Table 8). In 11 districts, there are no formal policies on evaluation of part-time faculty or policies are determined by mutual agreement. This is half the number of districts that were without such policies in 1981. Other changes in the evaluation of part-time faculty over the past five years include: (1) greater reliance on faculty team evaluations, (b) more frequent student involvement, and (c) more districts evaluating part-time faculty each term or once per year.

Statewide policies on evaluation of part-time faculty in community colleges outside California are virtually nonexistent. One state with such a policy, requires that one-fifth of community college programs be evaluated each year, including the part-time faculty. This means that some part-timers may never be evaluated, while those serving continuously would be evaluated about once each five years. In nearly all other states, evaluation policies for part-time faculty are set by local colleges.

Table 8
EVALUATION PRACTICES FOR
PART-TIME FACULTY
CALIFORNIA COMMUNITY COLLEGES, 1981 AND 1986

TYPE OF EVALUATION	1981		1986	
	No. of Districts	%	No. of Districts	%
Administrative	40	56.8	38	55.1
Faculty/Team	7	10.3	16	23.2
Student Only	0	0	4	5.8
Not Defined or By Agreement	21	30.9	11	15.9
TOTAL	68	100.0	68	100.0

SOURCE: *Report on Faculty Employment*, Chancellor's Office, January 1982 and *Survey of District Faculty Selection, Duties and Evaluation Practices*, Chancellor's Office, August 1986.

Compensation

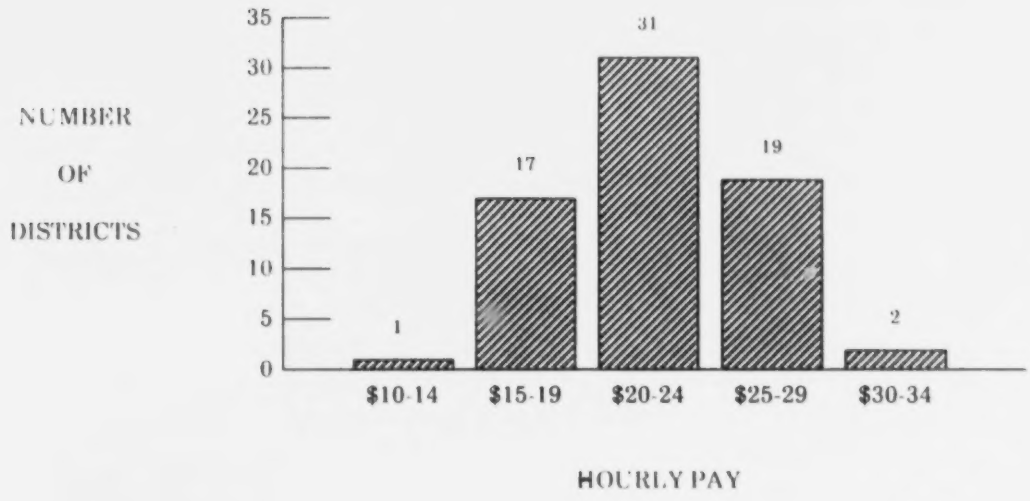
Part-time faculty in California community colleges were paid an average of $24.32 per class hour during fall 1985. Like the salaries of full-time faculty, the rates paid in different districts vary (see Figure 6) In fact, the variation among districts in hourly rates paid to part-time faculty is substantially greater than that for the salaries of full-time faculty:

Part-time Faculty		
Average Hourly Rate	$ 22.77*	
Standard Deviation	4.15	
Coefficient of Variation		.18
Full-Time Faculty		
Average Annual Salary	$ 35,651*	
Standard Deviation	2,651	
Coefficient of Variation		.07

*Unweighted average of district rates.

While a number of factors enter into the determination of part-time rates, those districts that pay high full-time salaries generally also pay high part-time salaries. (A simple correlation of the full- and part-time pay for the seventy districts is highly significant: $r = +.611$.)

Figure 6
DISTRIBUTION OF HOURLY PAY FOR
PART-TIME FACULTY
CALIFORNIA COMMUNITY COLLEGES
FALL 1985



SOURCE: *Report on Staffing and Salaries*, Fall 1985, Chancellor's Office, California Community Colleges, Sacramento, May 1986.

Accurate comparisons of the compensation of full-time and part-time faculty require that the pay of full-timers be adjusted to acknowledge those activities that are not required of part-time faculty and that further adjustments for differences in education and experience be made if possible.

For fall 1985, full-time faculty taught an average of 16.2 hours per week in class. In addition, they were paid to maintain office hours, attend committee meetings and participate in program and curriculum development activities. As noted above, the latter, out-of-class, activities required an average of 10 hours per week. If this workload situation still holds, then the sum of these class and non-class activities is 26.2 hours per week. Assuming a 35 week work year, the average full-time faculty member spent about 920 hours on these activities during 1985-86 for a salary of $36,391 (Chancellor's Office, 1986). The balance of a full-time faculty member's time is spent in preparing for class, grading papers, and other related work.

Full-time faculty were paid $39.56 ($36,391 ÷ 920) per hour. Part-time hourly pay averaged $24.32 during the same time period and, therefore, amounted to three-fifths of the rate paid full-time faculty.

When fringe benefits are added to this, the gap in compensation increases. Using estimates of 1985-86 payments and an average part-time load of 5.4 hours per week (for 35 weeks) or 189 hours, the calculation shows that part-timers are compensated at a rate that is about 55% of that paid to full-time faculty:

		1985 Annual Total		Per Hour
Full-time:	Salary	$ 36,391	=	
	Benefits	6,594	=	
		$ 42,985	=	$ 47.24
Part-time:	Salary		=	$ 24.32
	Benefits	$283	=	1.50
				$ 25.82

In the 1981 survey, the salaries of full- and part-time faculty with similar education and experience were analyzed using the above technique. During their first three years of service, part-timers were paid at about two-thirds the rate of their full-time colleagues. After ten years of service, however, the disparity had increased such that part-timers were compensated at just half the rate of full timers.

The hourly rate paid to full-time faculty for teaching overload assignments in fall 1985 was $28.80. This was 18 percent more than the average rate paid to part-time faculty, but less than three-fourths the rate full-time faculty were paid for their regular assignment.

The current gap in salary between full- and part-time faculty in California community colleges is similar to that which existed one decade earlier. Based on data collected in the Sewell, Brydon, and Plosser (1976) report, part-time faculty were paid at about three-fifths of the average rate for full-time faculty in 1974:

	Annual Total	Per Hour
Full-time Salary	$18,006	$ 20.57
Part-time Salary		$ 12.85

The limited data on salaries reported in Appendix B suggest that salaries paid to full- and part-time faculty in California community colleges are greater, on the average, than salaries paid in other states. After adjusting for workload differences between full- and part-time faculty, it appears that the salary rate disparity, where part-time faculty are paid on the average of three-fifths of full-time faculty in California, is similar in other states.

Sixteen California community college districts provide fringe benefits to part-time faculty. Half of these districts provide health insurance, generally on a pro-rata basis, and in six districts part-time faculty earn sick leave.

A review of various studies by Gappa (1984) showed that about half of part-time faculty nationwide were covered by unemployment or workmen's compensation (typically regulated by the states). Retirement or medical and life insurance was available to about one-third of those part-timers teaching more than half-time loads. Few fringe benefits were available to those teaching less.

Characteristics

Demography

Part-time faculty are, on the average, five years younger than full-time faculty in California community colleges (see Table 9). And, since 1981, the age distribution of

Table 9
DISTRIBUTION OF FACULTY BY AGE
CALIFORNIA COMMUNITY COLLEGES

AGE	FALL 1981		FALL 1985	
	FULL-TIME	PART-TIME	FULL-TIME	PART-TIME
25-29	2.8%	10.1%	1.2%	6.4%
30-34	9.4	19.3	4.7	14.8
35-39	16.2	19.6	13.1	21.4
40-44	16.4	14.8	18.4	18.3
45-49	16.7	12.1	18.5	13.2
50-54	15.8	9.7	18.2	10.4
55-59	13.4	7.0	15.0	7.4
60-64	7.3	4.4	8.6	5.4
65-69	1.9	2.0	2.3	2.7
70-74	0.1	0.8	--	--
75 or older	0.0	0.2	--	--
AVERAGE AGE	46.7	42.4	48.5	43.6

SOURCE: *Annual Reports on Staffing and Salaries*, Fall 1981 to Fall 1985, Chancellor's Office, California Community Colleges.

both full- and part-time faculty has become relatively older because there has been

little hiring of new full-timers and a substantial reduction in the number of part-timers, generally with the youngest, most recently hired faculty members being dismissed first.

Like other segments of postsecondary education in America, the rapid growth of the 1950s, 1960s and early 1970s can be observed in the age distribution of California community colleges faculty. Of the full-time faculty, about 44% are age 50 or older; 26% are age 55 or older. Consequently, about one-third or over 5,000 of the full-time faculty will retire during the next decade. (This is based on the assumption that faculty retire at an average age of 62. It has been calculated that under the State Teachers Retirement System the optimum retirement age, for monetary purposes, is age 60. However, some faculty teach beyond that age for non-monetary reasons. One of each ten full-time faculty currently is over age 60.)

Also over the same period (based upon their ages), about one-fifth of the currently employed part-time faculty would be retiring. This would add about another 5,000 to the number of individual faculty that will need to be replaced.

Growth in student enrollment during the coming decade is projected to be 182,000 or 16% additional students (State Department of Finance, 1986). This factor and non-retirement separations creates the need for additional new faculty so that, given current employment patterns, more than 18,000 new faculty will be needed by 1995:

	Estimated New Community College Faculty Needed During Next Decade		
	Full time	Part-time	Total
Retirements	5,200	4,900	10,100
Other Separations	2,200	?	> 2,200
Enrollment Growth	2,400	3,600	6,000
Total	9,800	8,500	> 18,300

Under this projection, more than half of the full-time faculty will need to be replaced during the next decade. If this projection materializes, it will be a marked contrast with the past decade, during which the total number of faculty in community colleges increased then decreased such that there was little net change in staff between 1975 and 1985. Only enough new full-time faculty were hired to cover annual attrition that averaged between 3% and 4%. As noted above, part-time faculty were hired, then dismissed, and now are being rehired as fiscal support and the enrollment of part-time students has fluctuated.

More part-time faculty are female than is the case for full-time faculty and this proportion has increased during the past five years. (See Table 10.)

Table 10
PERCENT DISTRIBUTION OF FACULTY
BY GENDER
CALIFORNIA COMMUNITY COLLEGES

GENDER	FALL 1981		FALL 1985	
	FULL-TIME	PART-TIME	FULL-TIME	PART-TIME
Male	65.1	61.5	64.3	58.2
Female	34.9	38.5	35.7	41.8

SOURCE: *Annual Reports on Staffing and Salaries*, Fall 1981 to Fall 1985, Chancellor's Office, California Community Colleges

In contrast to the age and gender differences between full- and part-time faculty, there is virtually no difference in the racial and ethnic backgrounds of the two groups (see Table 11.) Moreover, this condition has changed little during the past five years.

Table 11
PERCENT DISTRIBUTION OF FACULTY
BY ETHNICITY
CALIFORNIA COMMUNITY COLLEGES

ETHNICITY	FALL 1981		FALL 1985	
	FULL TIME	PART-TIME	FULL TIME	PART-TIME
American Indian	0.6	0.3	0.6	0.6
Asian	2.8	3.3	3.3	3.5
Black	4.5	4.1	5.0	3.6
White	87.1	86.7	85.3	86.8
Hispanic	4.8	5.3	5.4	5.1
Filipino	0.2	0.3	0.4	0.4
TOTAL PERCENT	100.0	100.0	100.0	100.0
TOTAL NUMBER	16,412	28,803	15,631	24,278

SOURCE: *Annual Reports on Staffing and Salaries*, Fall 1981 to Fall 1985, Chancellor's Office, California Community Colleges.

There have been modest gains in the proportion of minority faculty teaching full-time. While the number of full-time faculty decreased between 1981 and 1985, the number of minorities teaching full-time increased by over 8%. (See Table 12.) By contrast, the number of whites teaching full-time decreased by 7%.

Table 12
CHANGE IN FACULTY
CALIFORNIA COMMUNITY COLLEGES
1981 TO 1985

YEAR	MINORITY		WHITE	
	FULL-TIME	PART TIME	FULL-TIME	PART TIME
1981	2,117	3,831	14,295	24,972
1985	2,298	3,205	13,333	21,073
CHANGE NUMBER	+ 181	- 626	- 962	- 3,899
CHANGE PERCENT	+ 8.5	- 16.3	- 6.7	- 15.6

SOURCE: *Annual Reports on Staffing and Salaries*, Fall 1981 to Fall 1985, Chancellor's Office, California Community Colleges

The trend for part-time faculty is quite different. During the two years of decreases (1982 and 1983), followed by two years of increases (1984 and 1985), the distribution of white and minority part-time faculty was unchanged. (The proportion of Asian, Filipino, and American Indian faculty increased, while the proportion of Blacks and Hispanics among part-time faculty decreased.) It appears that affirmative action was not given nearly the same emphasis in the selection of part-time faculty as it was in the selection of full-time faculty.

Education, Credentials, and Experience

With one exception, full-time faculty in California community colleges are generally more highly educated than are part-time faculty (see Table 13). The exception is that more part-time faculty hold professional degrees, such as in dentistry and law, reflecting the use of these individuals in particular subject specialties.

Eight of ten full-timers hold Masters degrees, in contrast to the five of ten part-timers who have Masters degrees. Similarly, Tuckman (1976) found that in two- and four-year colleges across the country, half of part-time faculty held Masters degrees.

As expected, there are significant differences in the credentials held by full-time and part-time faculty teaching in California community colleges. (California is the only state in which credentials are required for community college teaching.) Three-fourths of the full-time faculty hold "instructor" credentials, compared to half of the part-time faculty (see Table 14.) By contrast, over one-third of the part-time faculty hold limited service credentials, compared to 12% of full-time faculty. The limited service credential authorizes a person to teach not more than 40% of a full-time load and can be obtained on the basis of occupational experience or district certification, rather than by state-level review.

Table 13
EDUCATION OF FULL TIME AND PART-TIME FACULTY
CALIFORNIA COMMUNITY COLLEGES
SPRING 1981

CATEGORY	FULL-TIME PERCENT	PART-TIME PERCENT
High School Diploma	99	99
Business/Technical School Diploma	11	13
AA/AS Degree	33	34
Baccalaureate Degree	91	79
Professional Degree	6	10
Masters Degree	85	52
Doctorate Degree	13	6
Other	9	13

SOURCE: *Report on Faculty Employment*, Chancellor's Office, January 1982.

Table 14
CREDENTIALS OF FULL- AND PART-TIME FACULTY
CALIFORNIA COMMUNITY COLLEGES
SPRING 1981

CATEGORY	FULL-TIME PERCENT*	PART-TIME PERCENT*
Instructor	75	54
Instructor, Partial	21	14
Limited Service	11	34
Special Limited Service	1	12
Other	4	6

* Adds to more than 100% since some faculty hold more than one credential.
SOURCE: *Report on Faculty Employment*, Chancellor's Office, January 1982.

In the 1981 survey, full-time faculty also reported having an average of 11 years experience at their district of employment, while part-time faculty reported an average of just under three years experience. Notably, however, nearly 19% of the part-time faculty had taught more than six years in the same district. (See Table 15.) Forty percent had taught over three years.

Table 15
PERCENT DISTRIBUTION OF YEARS OF SERVICE
WITH SAME DISTRICT
CALIFORNIA COMMUNITY COLLEGE FACULTY
SPRING 1981

YEARS OF SERVICE	FULL-TIME PERCENT	PART-TIME PERCENT
< 1	3	25
1 - 3	8	35
3.1 - 6	16	21
6.1 - 10	18	12
> 10	55	7
Total	100	100

SOURCE: *Report on Faculty Employment*, Chancellor's Office, January 1981

Other Employment

Two of five full-time faculty reported other employment in the 1981 survey. This, together with the fact that 37% of full-time faculty taught an overload assignment in addition to their regular assignment that year, suggests several implications. First, it seems likely that over half of community college full-time faculty hold second, part-time jobs during the year, either teaching overload or during the summer session at their college or working outside the college. Second, while the data don't permit a precise estimate, it may be that a substantial number hold two such additional part time jobs.

Nearly nine of every ten part-time faculty surveyed in 1981 reported they were otherwise employed (see Table 16). Six of ten part-time faculty were employed full-time elsewhere, either teaching (15% of all part-time faculty were full-time elementary and secondary school teachers), in business and industry, or self-employed. One-fifth of all part-timers taught full-time elsewhere. One-fourth of all part-timers taught part-time elsewhere, most often (13%) at another community college. Based on the survey responses (the distribution of employment adds to 150%), a large number of part-time faculty -- perhaps as many as half -- hold two or more part-time jobs in addition to their part-time work at the college.

The study of California community college faculty by Sewell, Brydon, and Plosser (1976) provides an interesting contrast. (See Table 17.) Administrators at 64 of 99 colleges, rather than the faculty themselves, responded to this questionnaire and the presumption was that part-time faculty held at most only one other job. Despite these differences, a similar proportion (one-fifth) of the part-time faculty in 1974

Table 16
OTHER EMPLOYMENT OF PART-TIME FACULTY
CALIFORNIA COMMUNITY COLLEGES
SPRING 1981

CATEGORY	PERCENT FULL-TIME	PERCENT PART-TIME	PERCENT NOT EMPLOYED
TEACHING ELSEWHERE			
Community College	1	13	
Postsecondary Institution	3	9	
Elementary	15	4	
OTHER EMPLOYMENT	41	18	
RETIRED			12
NOT EMPLOYED			5
SELF-EMPLOYED	11	18	

NOTE: Adds to more than 100% since some faculty hold two or more other jobs.
SOURCES: *Report on Faculty Employment*, Chancellor's Office, January 1982.

Table 17
OTHER EMPLOYMENT OF PART TIME FACULTY
CALIFORNIA COMMUNITY COLLEGES
FALL 1974

CATEGORY	PERCENT FULL-TIME	PERCENT PART TIME	PERCENT NOT EMPLOYED
TEACHING ELSEWHERE			
Community College	3	4	
Postsecondary Institution	3	2	
Elementary	16	3	
OTHER EMPLOYMENT	45	7	
SELF-EMPLOYED	3	2	
NOT EMPLOYED			13
	70	17	13

SOURCE: Sewell, D., Brydon, C. and Plosser, B. *Report on Statewide Survey About Part-time Faculty*, Community and Junior College Association, Sacramento, January 1976.

were reported to be teaching full-time elsewhere. Also like the 1981 study, nearly one-half were reported working full-time in business, industry, or in some other nonteaching position.

The major difference between the two surveys is in the number who teach part-time elsewhere. In 1974, it was estimated (by administrators) that 9% of the part-time faculty also taught part-time elsewhere, at another community college, other postsecondary institution, or elementary and secondary school. By contrast, this same figure, as reported by the part-time faculty themselves in 1981, was at least twice the 1974 level. The difference could be due to bias resulting from the different ways the surveys were conducted and/or an actual, possibly substantial, increase during the seven years in the incidence of individuals teaching at two or more institutions, individuals sometimes termed "freeway fliers."

In any case, it is likely that many, perhaps most, of the individuals teaching part-time at two or more institutions would prefer a full-time assignment at one institution. The precise number is uncertain.

Tuckman (1978) estimated that 17% of the part-time faculty in both two- and four-year colleges were "hopeful full-timers"; that is, they were teaching part-time (often at more than one institution) in the hope of obtaining a full-time teaching assignment. Tuckman's work was based on surveys of faculty at 128 institutions across the country in 1976. he divided the 3,763 respondents (a 38% response) into seven groups, based largely on preference and circumstance. One-fifth were graduate students working part-time at schools other than those in which they were enrolled. The largest single group (28% of the total) identified in the study were those part-timers who held other jobs that required at least 35 hours per week. For some of this heterogeneous group, the part-time assignment was simply a way of supplementing their basic income. Full-time faculty on overload assignments were categorized as part of this group. Some of the seven categories (like students and those working part-time elsewhere) appear to overlap.

Other efforts to describe the different types of part-time faculty rely on slightly different criteria. Leslie, Kellams, and Gunne (1982) use personal, professional, and economic reasons to divide part-timers. However, the latter two categories appear to overlap. Commitment and qualification are the two criteria used by Tobias and Rumberger to sort part-time faculty into three groups: (a) those with other full-time careers (moonlighters); (b) those committed to teaching, but at a reduced load (sunlighters); and (c) those paraprofessionals who are committed to teaching, but teach less than full-time because they lack qualifications (twilighters). Wallace (1984) argues that this three-part distinction is the most useful because it was developed as a basis for policy. (Under the cited policy, in place since 1974 at Wesleyan University, the three categories are treated quite differently. Sunlighters have regular, continuing appointments with prorated fringe benefits and may, under certain conditions, move on to the tenure track.)

Quality

Studies about possible differences in the quality of instruction taught by full-time and part-time faculty conclude either that full-timers are more effective or that there is no difference. Most analyses have taken either an input perspective or an output perspective, but seldom both. Most are subjective; a few are empirically based.

Work focusing on the input perspective typically examines differences in such factors as training of faculty, their experience, use of instructional media and other support, availability to students and selection of course materials and contents. Finding from national data that full-timers have more experience, make more use of instructional support and have more say over curriculum, Friedlander (1980) concluded that full-time faculty were better able to carry out their teaching responsibilities than were part-time faculty. By contrast, a more limited study by Lolley (1980) of the use of instructional resources by 138 Tarrant County (Illinois) junior college vocational faculty found no differences between full-time and part-time faculty. This occurred despite the fact that many full-time, but few part-time faculty had attended the numerous meetings held by the college on the development and use of instructional resources. Abel (1976) found, in a survey of Santa Monica (California) community college faculty, that part-time faculty reported spending more time preparing for class than did full-time faculty.

Ernst and McFarlane (1978) argue from their observations at Northern Virginia Community College (where hiring qualifications for full- and part-time faculty are the same), that part-time faculty offer the advantages of having more professional contacts (to share with students) and experience as well as providing mature role models. The disadvantages of using part-time faculty are also noted by the authors, however.

Studies focusing on outputs generally have found no statistically significant difference in the performance of students taught by full-time and part-time faculty. Output criteria typically include evaluations of faculty performance together with measures of the performance and persistence of students in current and subsequent classes. Evaluations were used in studies by Cruise et. al. (1980) for a "midwestern" community college and by Behrendt and Parsons (1983) at Hagerstown (Maryland) Junior College. Neither study found differences between the ratings by students of the performance of full-time and part-time faculty. Willett (1980) used both student evaluations and class retention and performance measures in a study at Elgin (Illinois) Community College. He also found no significant differences between students taught by full-timers and part-timers. Similar findings (no significant differences) are reported by Davis (1986) for 38 sections of Miami-Dade (Florida) Community College English instruction, using competency-based exit examinations and grades in subsequent, related courses.

All these studies deal with limited samples and their results can't be broadly generalized. Moreover, it isn't clear that all relevant factors, such as differences in

class sizes and student preparation and ability, were held constant so as not to influence the results. However, a study by Boggs (1985) of freshman composition courses at Butte (California) Community College did attempt to hold these factors constant and examine student performance over a four-year period. He also found no statistically significant difference in the performance of students taught by part-time faculty as opposed to those taught by full-time faculty. However, he did find that part-time students performed better in a subsequent composition course if their developmental writing course had been taught by a part-time instructor, rather than by a full-time instructor.

Some part-time faculty bring specific kinds of expertise, particularly in occupational fields, that may not be available among the full-time faculty who, if they were assigned the same course could not teach it as well. Part-time faculty are scheduled during off hours (sometimes in the evening), and often off-campus. For the part-time student who works during the day well away from the main campus, this arrangement is clearly preferable. Given budget constraints, funds saved by paying part-timers about half the rate of full-timers could, it is argued, be invested in limiting or reducing class sizes in an attempt to maintain or enhance the quality of a college's instruction. (Evidence about class size and instructional quality, however, also is inconclusive.)

The special expertise of certain part-timers may be offset by the fact that they (a) are not generally as well trained in instructional methods, (b) possess fewer academic credentials, and (c) have less teaching experience than do full-timers. (See Tables 13, 14, and 15.) Except for those who want to become full-time faculty, part-time faculty are likely to be less committed to the development of curriculum, governance of the institution, and to teaching generally. Even if other factors (such as salary, support and evaluation) of full- and part-time faculty were equal, the full-time faculty appear to have a greater potential than do part-timers for effective teaching because of their more extensive preparation and experience.

As noted elsewhere in this study, part-time faculty are generally selected by less rigorous criteria, receive less support, and are less often evaluated than are full-time faculty. Few colleges expect them to hold office hours and to be available to students outside class. Unless they work directly in the subject field they teach, it is difficult for them to keep current with the subject matter of their discipline. Lacking time and a campus office, most part-timers find it impossible to have much contact with their full-time colleagues. Few colleges provide time and compensation for part-timers to participate in curriculum development or college governance. Increasingly, colleges are providing staff development and training and orientation for part-time faculty. Yet, just one-third of California community colleges and possibly one-fourth of community colleges nationally now have an ongoing established procedure for this purpose.

In summary, the evidence on quality differences from the use of part-time and full-time faculty is not conclusive. Reported empirical studies of student performance

and persistence show no observable differences. The quality of instruction in the classroom seems largely a function of the individual faculty member. However, given two equally knowledgeable (in the class topic) and energetic faculty members - one teaching full-time, the other teaching part-time - institutions need to provide at least proportionately equal, in some cases, perhaps more support for the part-timers if the two individuals are to be similarly equipped to teach the class. Evidence in this and other studies shows that community colleges are not making that kind of effort.

Policy Considerations

Considerations of the policy issues surrounding part-time faculty should, for each particular issue, be two-part:

1) *the substantive aspect of the issue or problem to be solved.*

   This part involves analyzing the problem and role played by current policy, together with an assessment of the impact on instruction and the comparative costs of alternative solutions.

2) *the governance context.*

   Where is the particular policy to be determined and articulated -- by the Legislature (in the Education Code), by the Board of Governors (in Title 5 of the Administrative Code), by community college districts and/or colleges (in trustee or administrative policies, collective bargaining contracts, or personnel manuals), and/or by individual college divisions and departments?

   To what extent will the policy be spelled out, as opposed to specifying those to be involved in the process and leaving the specifics up to them? Many of the considerations involve students and faculty, as well as trustees, administrators and others. Recent reforms have generally sought to shift authority and responsibility for academic and faculty matters from the Legislature to the state Board of Governors. In turn, some proposals would have students and faculty playing a greater role in these matters.

Statewide policies may rely either on incentives, regulatory constraints, or a combination of both. And, policies should be consistent. Current California policies are contradictory. For instance, equal funding for all credit contact hours of instruction encourages greater use of part-time faculty (who are paid less than full-time faculty) to teach those hours. At the same time, there is a statutory limit intended to discourage the use of part-time faculty.

Prior Recommendations

Before looking at policy options for part-time faculty, a review of prior recommendations is useful. The last general Board of Governors' policy position on the subject of part-time faculty was adopted in January 1978 and proposed that:

(a) regular status be extended to part-timers who have taught at least 41% of a full-time load for an equivalent of three full-time years (to have been implemented prospectively, beginning September 1977);

(b) not more than 25% of a district's course hours be taught by those hired for less than 41% of a full-time load (excluding noncredit hours and nontraditional colleges);

(c) while it (Board of Governors) opposed pro-rata pay, it found no basis for differing pay schedules where in-class and out-of-class responsibilities for full-timers and part-timers were the same; and

(d) policy on overload teaching by full-time faculty should be determined locally until another approach was warranted.

The Board of Governors also has taken more recent positions on specific bills dealing with part-time faculty.

In 1985, the Board of Governors took a neutral position on a bill (AB 757) that would have appropriated $6.5 million to districts for staff development grants to full-time and part-time faculty and classified employees. Allocation of these funds to districts by the Board was conditioned to provide more (less) to those districts with a greater (lesser) proportion of full-time to part-time faculty. This and other efforts to establish and fund a staff development effort have been unsuccessful and the California Postsecondary Education Commission (CPEC) is now studying the issue.

Also during the 1985-86 session, the Board of Governors opposed a bill (AB 1513) which would have (a) required districts to submit plans to increase their number and percentage of full-time faculty and (b) withhold a district's apportionment, beginning 1991-92, if at least 75% of its instructional hours were not taught by full-time faculty. The bill did not include an appropriation for the estimated 55 districts that would have needed to increase the percentage of their hours taught by full-timers.

Another bill, AB 1069 (1985) would have required that full-time vacancies be filled so that the number of full-time positions did not decrease and that a prorate pay program be established for part-time faculty in those districts maintaining or reducing their relative use of part-time faculty.

In 1986, the Board of Governors recommended that the ideas contained in several other bills be referred to the Joint Legislative Committee on the Master Plan:

(a) AB 4103, which required districts to reemploy a part-time instructor with seniority if (1) he or she had taught at least two terms in three consecutive years and (2) the position was not filled by a full-time instructor;

(b) SB 658, an extension of the existing part-time instructor limit from 1987 to 1990; and

(c) SB 2161, requiring the Board of Governors to develop statistics on full-time/part-time faculty ratios so as to increase the hiring of full-timers and to reimburse part-time faculty for office hours.

The Master Plan Review Commission has made a number of recommendations on community college faculty in 1986. Among those affecting part-time faculty are that the Legislature:

(a) eliminate credential requirements;

(b) repeal the statutory restriction on use of part-time faculty;

(c) authorize districts to employ faculty who teach six or more units on a contract basis; and

(d) authorize the Board of Governors to:

(1) establish a statewide policy for community colleges to maintain a core of experienced full-time faculty in each department;

(2) establish qualifications for faculty employment with all new appointments (full-time and part-time alike) subject to peer review;

(3) establish the probation period for full-time faculty to gain tenure (at least four years);

(4) establish a system of peer review for tenure and periodic evaluations of part-time, probation, and tenured faculty by peers, students, and administrators to be used for decisions on advancement;

(5) develop and pilot test a program of two to five-year rolling contracts as an alternative to tenure; and

(6) develop and implement a plan for professional developmental programs for faculty and administrators, linked to regular evaluation and supported by funding to be allocated by the Board.

The Master Plan Review Commission also recommended that the Board of Governors prepare a plan to strengthen staff affirmative action and submit legislation amending the EERA to protect the role of the Academic Senate. The Board of Governors also was to urge the community college districts to:

(a) require part-time instructors to participate in student advisement and curriculum development,

(b) adopt salary schedules based on academic rank, and

(c) compensate part-time faculty for duties required outside of classroom teaching.

In his response to the Master Plan Review Commission, *The Will to Change*, the Chancellor generally supported the Master Plan Review Commission recommendations and observed that:

(a) consistent with the recommendations, Board of Governors regulations (instead of statute) should be used for full-time/part-time ratios,

(b) a statewide salary schedule would not be appropriate if local boards were retained, and

(c) the Board should propose legislation on whether the EERA or HEERA (used for UC and CSU faculties) should apply to community colleges.

More recent proposals discussed by the Joint Legislative Committee on the Master Plan include:

(a) a new Board policy to strengthen "the core of experienced full-time faculty in each department" through faculty and administrative consultation;

(b) a pilot test of two-year "rolling contracts" for part-time faculty who would advise students and develop curricula for pay;

(c) a special instructional fund (SIF) to pay districts hiring full-time probationary faculty to replace part-time faculty and to meet affirmative action goals, using SIF dollars for new programs;

(d) a task force, created by AB 3409 (1986), to study faculty qualifications and peer review in hiring so as to replace the existing credentialing process; and

(e) the same task force to study a process of probation (suggested to extend to four years), including peer review prior to the granting of tenure.

No recent review, including this one, suggests that all existing policy on part-time faculty in California community colleges should be retained. The consequences of existing practice suggest that one or more of the existing policies may need to be modified. The following discussion examines possible policy alternatives on the status, use, workload, support, evaluation, and compensation of part-time faculty. These alternatives are not mutually exclusive; that is, more than one of them could be recommended as a consistent set of policies.

Status

Basic to all policies is a definition of faculty status. Part-time faculty, as currently defined, are quite heterogeneous. Some are partly or fully employed elsewhere and periodically teach one or two classes because they possess particular technical expertise and/or simply enjoy teaching. Others teach two or more classes, sometimes at more than one community college or another educational institution, and are committed to teaching over an extended period of time in an attempt to obtain full-time employment. Policies treating these two kinds of individuals the same may be inequitable and inefficient, leading to labor disputes, litigation and poor quality instruction.

As an alternative, existing faculty categories could be redefined so that at least some part-timers may obtain more permanent status. Shifting the current threshold from more than 60% to more than 40% or, perhaps, more than six weekly class hours taught over a period for three years (the prior Board of Governors position) could enable as many as one-fifth of the part-time faculty to obtain tenure. This change by itself would qualify these individuals for the same rights (of due process in employment, mandatory fringe benefits, etc.) as afforded those faculty on a tenure track.

A new faculty category could be established for, say, those individuals teaching between 40% and 60% of a full-time load for a specified period of time. The rights and benefits afforded this new group could fall somewhere between those of the existing permanent and temporary categories. For example, this new group (about 14 percent of part-time faculty) could have preference in consideration in the filling of the many new full-time positions that will become vacant during the next decade. This group also could be made eligible for certain fringe benefits.

A new category of this type could be implemented in conjunction with multi-year rolling contracts, possibly first on a pilot test basis as suggested by the Master Plan Review Commission and Joint Committee staff.

Other categories could be developed, based on factors such as length of service, interest in teaching full-time, and part-time teaching at more than one institution, commitment, and qualifications.

Use

There is general agreement that academic departments need a core of full-time faculty to review and develop curriculum, to explore new instructional methods, and to carry on the professional activities necessary for a viable academic enterprise and to maintain the department's program. The size of that core and how to assure its existence are at issue.

It appears that this core may vary appropriately by discipline, clientele, and size of college. Departments in which predominantly noncredit courses are taught to part-time students, perhaps off-campus in a "nontraditional" college, would require a smaller core than the traditional academic department. Even in these operations, however, the need for curriculum development and program continuity still exists. Coastline (California) Community College, a nontraditional college whose faculty is virtually all part-time, employs a number of them on an extra-class, paid basis to assume some of the duties normally handled by full-time faculty. Departments in which rapidly changing occupational or technical skills are taught likely will require more part-time faculty than those disciplines where knowledge is more stable.

Current policy arbitrarily limits the use of part-time faculty without recognizing those factors which would cause variation among districts and colleges. To some degree, this variation is built into the use of a three year (1980-81, 1981-82 and 1982-83) average for those districts where part-time faculty teach more than 30% of the hours. There are at least two difficulties with this approach, however, First, this particular average may not be appropriate for the academic program and students served by the districts. Second, the three years used are all atypical:

> 1980-81 and 1981-82, two years of unconstrained and unusual growth to fill in the cuts caused by Proposition 13 (1978) -- an unusual increase in part-time faculty;
>
> 1982-83, a year of specific budget cuts -- with unusual decreases in part-time faculty.

It is unlikely that this policy basis will be effective for future enrollment growth and fiscal policies. If the current statewide limit on use by districts (colleges) of part-time faculty is retained, it could be modified to: 1) exempt noncredit instruction, 2) acknowledge district/college size, and 3) acknowledge programs; i.e., evenings. day, vocational vs. transfer, nontraditional vs. traditional. This option would explicitly recognize the instructional situations, noted above, for which a relatively greater number of part-time faculty appear to be justified.

While the current statutory limit has only symbolic impact, the current funding mechanism does create an incentive, in growth situations, to use more part-time

faculty since, per ADA, they represent an expenditure saving of about one-fourth. Consequently, removing the limit -- without making other policy changes -- is likely to result in increased use of part-time faculty.

During periods of rapid enrollment decline, part-time faculty are not rehired, even though the savings in expenditures often are less than the loss of revenues due to the lower salaries of part-time faculty.

As an alternative to the current limit, appropriate district "targets" for full-time:part-time faculty ratios could be established. From a special fund, districts who replace part-time faculty with probationary full-time faculty and, thereby, move toward their target ratio, would be paid a bonus. The bonus would become part of the district's base budget when the probationary faculty gained tenure. Besides the work of negotiating appropriate target ratios for each district, this might require controls on the use of the special fund bonuses that were paid out.

Another policy alternative (involving formula funding incentives) sets a target ratio (of the proportion of contact hours taught by full-time faculty). Districts that move toward that target would receive a bonus. For example, if the target is 75%, then a district moving from 65% to 70% might receive a 5% bonus on its regular apportionment. Existing effort might also be recognized. For instance, if 50% were deemed to be the "floor ratio," then a district at 65% might receive a 15% bonus for its current position in addition to any bonuses it receives for changes to its ratios.

Equalization might also be recognized in conjunction with this option. Toward this end, the bonus percentages could be tied to the level of statewide average funding, rather than to district funding.

Funding incentives of this kind imply added costs. On the average, one full-time faculty member is assigned the same class load (16 weekly class contact hours) as are three part-time faculty. The hourly compensation difference, including salaries and benefits, between a class hour taught by full-time as opposed to part-time faculty is $51 ($77-26). The annual cost to replace three part-time faculty with one full-time faculty is nearly $29,000 ($51 x 16 x 35).

Embodied in this cost is the fact that, for each 16 weekly class hours, the full-time faculty member also works up to ten additional hours on student advising, curriculum development, academic governance, and other duties. Assuming that all faculty, full-time and part-time, spend an hour out-of-class (preparing, grading papers, etc.) for each hour in-class, then the replacement of three part-timers by one full-timer brings with it a one-third (10/32) increase in the work hours and, presumably, a similar increase in benefits to instruction.

For the average-sized district, a one percentage-point increase in the proportion of weekly faculty contact hours taught by full-timers involves about 50 weekly faculty contact hours ({353,000 x .01} ÷ 70) or 1,750 total annual hours. Consequently, each

percentage point increase would cost an estimated $90,000 in the average-sized district. This represents a 0.45% increase in the budget -- $20,000,000 (1.4 billion ÷ 70) -- of that average-sized district.

Workload

As noted above, full-time faculty spend an average of 16 hours per week in class, probably a similar amount of time outside of class on class work (preparing lectures and lab demonstrations, grading papers, etc.), and up to ten hours per week advising students, developing curriculum, and participating in academic governance. Possibly over half of these full-time faculty work at a second job part-time -- either teaching overload (one-third do so) or in an off-campus job.

By contrast, few part-time faculty are required to engage in any activities outside class aside from work that is strictly class-related. Specific practices vary widely among those few districts that do require additional duties.

Requiring some or all part-time faculty to engage in curriculum development and student advising would be of material benefit to the instructional program. The cost of doing this option is difficult to estimate, however, since it isn't clear how much time should be spent on such out-of-class activities by part-time faculty. Nor is it clear how much time is spent on such activities by full-time faculty. The 1981 survey indicated that full-time faculty spend 4.4 hours per week in required office hours and almost another six hours in other activities such as program and curriculum development, and departmental and other institutional meetings. It might be assumed that full-time faculty spend about six hours per week on student advising and curriculum development. If all part-time faculty were required to spend the same proportion of time out of class on curriculum development and advising as as we assume above for full-time faculty, the average additional hours per part-time faculty would be two ([5.4 ÷ 16.2] x 6). Based on their current hourly pay (ignoring fringe benefits), the annual cost of these added assignments for all 24,000 part-time faculty would be $41 million (24,000 x 2 x 35 x $24.32). If part-time faculty were paid on a pro-rata basis and/or fringe benefits were added, the cost of this policy would double. An alternative is to require only a portion of the part-time faculty to carry the added assignments, thereby reducing the cost.

Part-time faculty could also be required to engage in other out-of-class activities, such as attending staff meetings, serving on institutional committees, and assisting in selection and evaluation of other faculty. These duties appear to have less priority than student advising and curriculum development, but do address concerns raised about the departmental or institutional commitment of part-time faculty. The cost would depend on the amount of time required and the number of part-time faculty to be covered.

Another possible workload policy is to limit the amount of part-time overload taught by full-time faculty. It isn't clear however, that statewide or locally-set limits of this kind are appropriate. If limits resulted in less overload work on the part of full-time faculty, this work could either be assumed by part-time faculty, at less cost, or by new full-time faculty at greater cost. As noted above, enough other states have been sufficiently concerned about this issue that nearly one-third have statewide policies limiting such workload.

Support

In general, part-time faculty are afforded less support than are full-time faculty. The degree to which this affects the quality of instruction hasn't been established, but it likely makes the part-timer's job more difficult. Studies demonstrate, however, that part-time faculty lack information on institutional practices such as grading, on instructional methods and, sometimes, on the latest changes to the subject matter they are teaching. Moreover, part-time faculty often are hired with little time to prepare for their first class. Staff orientation, development and support is, at best, inconsistent among community colleges.

Among the improvements that have been suggested and sometimes implemented are policies that (a) require programs of institutional orientation for part-time faculty; (b) include part-time faculty in professional development activities; (c) require part-time faculty to be hired at least one month prior to the opening session of the class they are to teach; (d) provide mentors for the part-time faculty from among the full-time faculty; and (e) make available similar library, media, and departmental clerical support for part-time faculty as is available for full-time faculty.

Current statewide policy is silent on the support to be provided either full- or part-time faculty. The issue is left to local determination, often through collective bargaining. The results are inconsistent and, for part-time faculty, have resulted in there being relatively little support for their work. Proposed improvements raise governance concerns: where is the policy to be set? How shall policy guide practice and who makes the determination? How much latitude is left to the college? Also of concern is the cost. Aside from advanced hiring, all these proposals require added work, thereby raising the question of added compensation.

Evaluation

While there is no statutory requirement, all but eleven California community college districts have formal policies for the evaluation of part-time faculty. This is a substantial change from the situation five years ago and districts report that evaluations of part-time faculty are more frequent and more often involve teams that include other faculty. In nearly all the other states surveyed, policies for evaluating part-time faculty are set by the local colleges.

Consideration of a standard policy for evaluating part-time faculty should reflect their status and the way in which full-time faculty are evaluated. Among possible improvements that may be considered are those to: (a) evaluate part-time faculty in the same way as full-time faculty; i.e., once the first year, once every two years thereafter; (b) evaluate part-time faculty during their first term, then periodically thereafter; and (c) use peers, students, and administrative teams to evaluate part-time faculty.

Compensation

The debate on compensation of part-time faculty centers around questions of equal pay for equal work, lack of fringe benefits -- particularly for those part-time faculty teaching at more than one institution, and pay for non-class responsibilities. Constraining efforts toward change in California is a fiscal mechanism in which the support of community colleges has been geared toward substantial use of part-time faculty who are paid less than full-time faculty.

Proposed changes to current policy have included: (a) full pro-rata compensation for some or all part-time faculty; (b) partial pro-rata compensation for some or all part-time faculty; and (c) an increase the number of fringe benefits for which part-time faculty qualify.

The cost of these options can be estimated by computing the hourly difference between full-time and part-time compensation, then applying the approximate number of hours taught by part-time faculty. These estimates are based on full 1985 dollars and conditions. Projections for 1986 and later years can be made by increasing the number of part-time faculty since the difference in compensation (aside from optional benefits) is likely to remain relatively stable.

The cost of full pro-rata pay for all part-time community college faculty would be $81 million, including $69 million in salary and $12 million in mandatory benefits. Adding optional benefits to this would require another $17 million. Pro-rata pay for just those teaching over 40% of a full-time load (usually more than six weekly class hours) would be nearly four-fifths of the cost of pro-rata compensation for all faculty.

Another basis for a policy of partial pro-rata pay is to raise the pay of community college part-time faculty up to the level of that paid to part-time lecturers by the California State University. Full-time faculty at community colleges are paid an average salary that has been equivalent to that of full-time faculty in CSU for the past decade. Equating part-time faculty rates in the two segments would make all salaries equivalent. This option costs an estimated $28 million in salary, along with $5 million in mandatory benefits.

Table 18
COST ESTIMATES FOR PART-TIME COMPENSATION OPTIONS
CALIFORNIA COMMUNITY COLLEGES
(based on fall 1985 costs and conditions)

	HOURLY RATES		NUMBER OF HOURS			COST (in millions)
	FULL TIME	PART TIME	# OF PT FAC. X	AVE. CLASS HOURS X	WEEKS	
For All Part-Time Faculty:						
1. Pro-rata Salary	$39.56	$24.32	24,000	5.4	35	$69.1
2. Pro-rata Salary plus Mandatory Benefits	43.23	25.45	24,000	5.4	35	80.7
3. Pro-rata Salary plus Mandatory and Optional Benefits	47.24	25.82	24,000	5.4	35	97.2
For Part-time Faculty Teaching More than 40% (>6 Class Hours):						
1. Pro rata Salary	39.56	24.32	6,000	8	35	25.6
2. Pro-rata Salary plus Mandatory Benefits	43.23	25.45	6,000	8	35	29.9
3. Pro-rata Salary plus Mandatory and Optional Benefits	47.24	25.82	6,000	8	35	35.9
For All Part-time Faculty Based on State University Pay Rates*						
1. Pro rata Salary	30.51	24.32	24,000	5.4	35	28.1

* This estimate is based on the typical annual pay rate for part time faculty in the State University system, $22,885, converted to an hourly equivalent at an assumed workload of 15 class hours and 10 out-of-class hours for 30 weeks of teaching.

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APPENDIX

A: Survey of California Community College District Faculty Selection, Duties, and Evaluation Practices, 1986

B: National Survey of Community College Policies and Practices on Part-Time Instruction, 1986

APPENDIX A

SUMMARY OF FINDINGS FROM SURVEY OF DISTRICT FACULTY SELECTION, DUTIES AND EVALUATION CALIFORNIA COMMUNITY COLLEGES 1986

Methodology

The Chancellor's Office has conducted a 1986 survey of the 70 districts' faculty selection, duties and evaluation practices. Questionnaires (see attached) were mailed to the districts on July 30, 1986. In early September, follow-up telephone calls were made to districts which had not responded. As of the date of this report, questionnaires have been received from all the districts except Mt. San Jacinto. And, although sixty-nine districts responded, not all of the questions were answered by each district. As a consequence, the total number of responses for some tables is less than 69.

Part-Time Faculty Rights

Thirty-nine of 69 districts provide their part-time faculty with rights such as re-employment, promotion, due process in grievances, etc. Of the 39 districts providing some rights to part-time faculty, three-fifths (26 districts) provide due process in grievances. Most of the due process rights for part-time faculty were related to their membership in faculty bargaining units. Fourteen districts provide some form of re-employment rights for their part-time faculty. The re-employment rights range from giving preferential consideration to those with prior experience with the district to a formal seniority system based upon prior service and evaluation (see Table 1.)

Table 1
PART-TIME FACULTY
WITH RIGHTS SUCH AS RE-EMPLOYMENT, PROMOTION,
DUE PROCESS IN GRIEVANCES, ETC., 1986

	Number	Percent
District Providing Rights	39	57
Districts Not Providing Rights	29	43
No Response	1	--
Total	69	100

SOURCE: Chancellor's Office *Survey of District Faculty Selection, Duties, and Evaluation Practices*, July 30, 1986

Most of the reemployment rights are for part-time positions and involve the use of seniority lists based on length of employment within the districts and satisfactory evaluations. However, one district has expended these reemployment rights to notify part-time faculty of full-time bargaining unit vacancies prior to any public posting or advertising of such vacancies, provided the part-timer has filled an "availability statement." Another district automatically advances part-time temporary faculty, with a minimum of five years of employment within the district, to the interview stage of the hiring process for all permanent positions for which they apply and hold proper credentials. The granting of reemployment rights may conflict with affirmative action goals and procedures when a district grants priority in the hiring process for prior part-time service.

Recruitment and Selection

Of the 69 responding districts, 39 have formal procedures of recruitment, screening, and selection of part-time faculty (see Table 2). The typical procedure is described as

Table 2
FORMAL RECRUITMENT SCREENING
AND SELECTION PROCEDURES FOR PART-TIME FACULTY, 1986

	Number	Percent
Districts with formal procedures	39	57
Districts without formal procedures	29	43
No response	1	--
Total	69	100

follows: an available position is advertised by the personnel office; next, applicants are screened and interviewed by a committee composed of the department/division chairperson and a faculty member from the department in which the position exists; and, lastly, the interviewing committee selects a person to fill the position and recommends the hiring of this person to various administrative offices (such as the personnel office, the Dean of Instruction, and the President, depending upon the district policy) and the Board of Trustees for final approval. In two districts, the offices of instruction are responsible for the screening and interviewing of applicants. One district has line administrators interview applicants and make recommendations as to whom to hire. Based upon the interviews, these districts establish eligibility lists or pools generally for one-year.

Required Non-teaching Duties

Among full-time faculty, the most often required non-teaching duties are office hours, attending staff meetings, serving on instructional or institutional meetings, participating in course and program development, assisting in screening, selection, and evaluation of faculty, preparing departmental or program budget, participating in facility planning and participating in staff development. The least required duties are assisting in student registration, and participation in co-curricular activities.

The requirements of part-time faculty are quite different. At present, 15 of 69 districts require their part-time faculty to participate in course and program development. This contrasts with 1981, when only seven of 69 districts required part-time faculty to participate in course and program development (see Table 3). The most often required non-teaching duty for part-time faculty in 1981 was their attendance at regular staff meetings by 16 districts. According to the 1986 survey, approximately one-fifth of the districts require one or more of the following duties for their part-time faculty: attend staff meetings, maintain instructional equipment, and/or participate in staff development and instructional improvement. Participation in co-curricular activities, articulation of course and student transfer with K-12 and four-year colleges, assisting students in registration, and preparing departmental or program budget were the least required non-teaching duties for part-time faculty. The increased emphasis on part-time faculty participation in course and program development and in staff development reflects some attempt to improve the quality of instruction provided by part-time faculty.

Evaluation Procedures

Part-time faculty at 38 of the 69 districts are evaluated by district administration or designee rather than by teams (see Table 4). Sixteen districts evaluate their part-time faculty using teams composed either of faculty peers or of representatives from faculty, administration, and students. Four districts use only written class surveys completed by students to evaluate their part-time faculty. Evaluation procedures are not formally defined or are determined by mutual agreement in 11 of the districts. In some cases, the procedures may not be formally defined because each department or division determines its own evaluation policy. Student evaluations are performed along with either administration or team evaluations in 40 districts.

Most districts evaluate their part-time faculty at least once per year (23 districts) or once every two years (20 districts). Only 11 districts evaluate their part-time faculty each term. Fifteen districts evaluate of part-time faculty at scheduled intervals other than those already mentioned.

A comparison of the 1981 survey data with the findings of the 1986 survey of district faculty policies and practices indicates that districts have increased their reliance

Table 3
COMPARISON BETWEEN 1981 AND 1986 OF DUTIES
REQUIRED AND NOT REQUIRED OF PART TIME FACULTY

	Type of Duty	1981 Not Required	1981 Required	1986 Not Required	1986 Required
1.	Office hours	60	9	62	6
2.	Attend staff meeting	53	16	55	13
3.	Serve on instructional or institutional committee	63	6	62	6
4.	Assist students in registration	60	9	64	2
5.	Advise students in curricular and career	61	8	60	7
6.	Participate in course and program development	62	7	52	15
7.	Assist in screening, selection, and evaluation of faculty	64	5	60	6
8.	Prepare departmental or program budget	64	5	63	3
9.	Articulate course and student transfer with K-12 and four-year colleges	65	4	65	2
10.	Participate in co-curricular activities	63	6	65	2
11.	Supervise classified staff	66	3	63	4
12.	Maintain instructional equipment	61	8	54	12
13.	Participate in facility planning and utilization	62	7	60	5
14.	Participate in staff development and instructional improvement	61	8	54	13

SOURCE: Chancellor's Office *Survey of District Faculty Selection, Duties and Evaluation Practices*, July 1986. *Report on Faculty Employment*, January 1982, Chancellor's Office.

upon team and student assessments to evaluate part-time faculty. In 1981, 40 districts used administrative assessments with or without student evaluations to evaluate their part-time faculty. The 1981 survey indicated only seven districts used team evaluations for evaluation part-time faculty. In addition, 11 districts used student assessments of their instructors along with either administrative assessments or team evaluations.

In general, districts are evaluating part-time faculty more frequently now than in 1981. Eleven districts now evaluate their part-time faculty each term, while in 1981 only four districts evaluated their part-time faculty each term. Similarly, 23 districts now schedule evaluations once per year, while only 13 districts conducted evaluations of part-time faculty once per year in 1981.

Table 4
PROCEDURE AND FREQUENCY OF EVALUATIONS
FOR PART-TIME FACULTY, 1986

TYPE OF EVALUATION	EACH TERM	ONCE PER YEAR	ONCE EVERY TWO YEARS	OTHER	TOTAL
Administrative	7	11	12	8	38
Team	2	5	6	3	16
Student Only	2	0	1	1	4
Not Formally Defined or By Agreement	0	7	1	3	11
TOTAL	11	23	20	15	69

Staff Development and Training

Twenty-three districts provide staff development for their part-time faculty, forty-five districts do not, and one district did not respond to this question on the survey (see Table 5). Most of the staff development and training is through orientation

Table 5
STAFF DEVELOPMENT FOR PART-TIME FACULTY

	NUMBER	PERCENT
Districts Providing Staff Development	23	34
Districts Not Providing Staff Development	45	66
No Response	1	--
TOTAL	68	100

meetings for part-time faculty (provided by 16 districts). Handbooks were specifically written for part-time faculty in seven districts. These handbooks often were included as part of orientation programs. At those districts with flexible calendars, staff development activities are offered to part-time faculty. Five districts hold faculty development seminars for part-time faculty. The opportunity to obtain faculty enrichment grants by part-time faculty is possible at one district.

Fringe Benefits

Sixteen districts provide fringe benefits to their part-time faculty. Health insurance is provided for part-time faculty by eight districts, while only four districts provide dental insurance. Part-time faculty are allowed to earn sick leave in six districts.

Most of the health insurance is provided on a pro-rata basis with the individual's eligibility determined by his/her workload and/or length of service with the district (see Table 6).

Table 6
FRINGE BENEFITS FOR PART-TIME FACULTY

	NUMBER	PERCENT
Districts Which Do Provide Fringe Benefits	16	23
Districts Which Do Not Provide Fringe Benefits	53	77
TOTAL	69	100

Compensation

Twenty-three districts indicate that compensation rates for part-time faculty are negotiated through the collective bargaining process. Among those 22 districts that use a salary schedule to determine the compensation rate for part-time faculty, 11 districts use salary schedules based upon the person's educational attainment and professional training (work experience may also be counted) plus the person's years of service in the district. Four districts have part-time salary schedules based upon educational attainment, while seven districts use salary schedules based upon the length of service to the district.

Pro-rata pay (part-time compensation computed as a proportion of full-time faculty salary) was mentioned by ten districts in the survey as the basis for determining their compensation rates for part-time faculty (see Table 7). Methods vary. Pro-rata compensation in one district is based upon the temporary salary schedule having the same number of steps and columns as the full-time salary schedule. The salary paid per teaching unit on the temporary salary schedule is calculated by taking the corresponding annual salary from the full-time salary schedule, dividing that number by 30 and taking 60% of the result, up to $500 per unit.

Another district computes the part-time compensation rate by multiplying 0.5 by the annual salary (per the regular salary schedule) by the percent of full-time teaching load by 0.55. The part-time compensation rate in a third district is determined by multiplying the ratio of 22.5/40 by the rate per hour paid for full-time lecture teaching. The rate for part-time laboratory instruction is 75% of the part-time lecture hour rate. A fourth district multiplies 1/1000 times the annual salary for full-time faculty to determine the compensation rate for part-time faculty.

Table 7
DISTRICTS' DESCRIPTIONS
OF HOW PART-TIME COMPENSATION IS DETERMINED

		NUMBER OF DISTRICTS
1.	Determined through collective bargaining	23
2.	Salary scheduled based upon educational attainment and professional training and years of service to district	11
3.	Salary schedule based upon educational attainment	4
4.	Salary schedule based upon length of service to the district	7
5.	Part-time compensation is computed as a (pro-rata) proportion of the full-time salary schedule	11
6.	Comparison with similar districts	2
7.	Unknown	11
8.	No Response	1
	Total	70

Note: Some districts indicate they use collective bargaining may also use one or more of the specific salary setting techniques described here.

CHANCELLOR'S OFFICE

CALIFORNIA COMMUNITY COLLEGES
1107 NINTH STREET
SACRAMENTO, CALIFORNIA 95814
(916) 445-8752

July 30, 1986

TO: Chief Instructional Officers
cc: Superintendents

FROM: Chuck McIntyre
Director of Research and Analysis

SUBJECT: SURVEY OF DISTRICT FACULTY SELECTION, DUTIES AND EVALUATION PRACTICES

The Board of Governors of the California Community Colleges has requested staff to prepare a report on part-time faculty instruction. This report is to address the issues and possible solutions to questions surrounding the use of part-time faculty.

Data on salary, workload and demographic characteristics of community college faculty are routinely available from the Staff Data File in the Chancellor's Office. Very little information, however, exists on the selection, duties and evaluation of part-time faculty vis-a-vis full-time faculty. The attached survey is designed to obtain some of this information.

Please complete and return this survey by August 15, 1986 to:

Chuck McIntyre
Director of Research
Chancellor's Office
California Community Colleges
1107 9th Street
Sacramento, CA 95814

We're asking you as a Chief Instructional Officer to serve as the district contact person and/or respondent to this survey. You may wish to involve other individuals, such as the personnel director, in the response to some questions in this survey.

Thank you for your cooperation.

Attachment

cc: James Meznek
Laura Willson

SURVEY OF FACULTY DUTIES AND EVALUATION PRACTICES

I. Listed below are duties often required of teaching faculty. For each duty statement and category of faculty, indicate the appropriate letter code(s) which signifies whether the duty is required and the primary basis for the requirement. The letter code for basis of requirement is:

A. Not required
B. Collective bargaining agreement
C. Individual contracts
D. Faculty handbook
E. District board policy
F. Administrative procedures
G. Division or departmental procedure
H. Formal evaluation procedure

TYPE OF DUTY		BASIS FOR REQUIREMENT FOR CATEGORY OF FACULTY	
		FULL-TIME	PART-TIME
1.	Required office hours	_____	_____
2.	Attend regular staff meetings	_____	_____
3.	Serve on instructional or institutional committees	_____	_____
4.	Assist students in registration	_____	_____
5.	Advise students in curricular and career choices	_____	_____
6.	Participate in course and program development	_____	_____
7.	Assist in screening, selection and evaluation of faculty	_____	_____
8.	Assist in preparation of departmental or program budgets	_____	_____
9.	Articulate course and student transfer with K-12 and/or four-year colleges and universities	_____	_____
10.	Participate in co-curricular activities (clubs, athletic activities, etc.)	_____	_____
11.	Supervise classified staff	_____	_____
12.	Maintain instructional equipment	_____	_____
13.	Participate in facility planning,		

development and utilization _____ _____

14. Participate in staff development and instructional improvement activities organized by the institution. _____ _____

15. Other (specify)_____
_____ _____ _____

II. Listed below are commonly used procedures for evaluating teaching faculty. For each faculty category indicate the appropriate letter code which signifies the frequency of the procedure(s) used by your district. The letter code for frequency of evaluation is:

A. Each term
B. Once per year
C. Once every two years
D. Other (specify) _____
_____

PROCEDURE	FREQUENCY OF EVALUATION FOR FULL-TIME		PART-TIME
	PROBATIONARY	TENURED	
1. Formal evaluation by district administration or designee	_____	_____	_____
2. Written/class survey evaluation by students	_____	_____	_____
3. Formal evaluation by team of faculty peers	_____	_____	_____
4. Formal evaluation by a team with representatives from faculty, administration and students	_____	_____	_____
5. Self-evaluation	_____	_____	_____
6. Evaluation process determined by mutual agreement	_____	_____	_____
7. Other (specify)_____ _____ _____	_____	_____	_____

III. Does your district follow a formal procedure of recruitment, screening, selection, and retention of part-time faculty? _____YES _____NO

If YES, please describe briefly or attach copy of policy statement:_____
_____
_____

IV. Does your district have an ongoing established procedure for staff development and training of part-time faculty? _____YES _____NO

If YES, please describe briefly or attach copy of policy statement:_____

_____

_____

V. How does your district determine the compensation rate for part-time faculty? Please describe briefly or attach policy statement:

_____

_____

_____

VI. Does your district provide any fringe benefits such as health, dental, vision, etc., to part-time faculty? _____YES _____NO

If YES, please list: _____

_____

_____

VII. Does your district provide part-time faculty with any rights, such as re-employment, promotion, due process in grievances, etc.? _____YES _____NO

If YES, please describe briefly or attach copy of policy statement:_____

_____

_____

VIII. Do you know of any studies related to the use, performance, quality of instruction or evaluation of part-time vis-a-vis full-time faculty? _____YES _____NO

If YES, please cite reference(s) or send us a copy, if that is possible.

_____

_____

_____

_____

---------- PLEASE COMPLETE THIS SECTION BEFORE RETURNING ----------

SIGNATURE: _____
NAME: _____
TITLE: _____
DISTRICT: _____
DATE: _____

---------- THANK YOU ----------

APPENDIX B

PRELIMINARY SUMMARY OF POLICIES AND PRACTICES ON PART-TIME INSTRUCTION IN PUBLIC COMMUNITY COLLEGES OUTSIDE CALIFORNIA

Methodology

This survey is based upon a questionnaire (see attached) circulated among the state directors of public community and junior colleges outside California during the fall of 1986. The questionnaire deals with policies and practices for part-time faculty: their definition, rights, use, duties, evaluation and compensation. Most questions focus on statewide policies but, in the absence of these, as for descriptions of typical local policies.

By the time of this report, 34 states had responded. The responding states represent two-thirds of all states and account for 75 percent of public community college enrollment outside of California. Efforts are continuing to obtain responses from the remaining states, particularly those such as New York and Texas which have many public community colleges. When these responses are received, a final analysis will be prepared.

Twenty-eight of these states returned surveys that were fully or partially completed. The responding states include Alabama, Arizona, Arkansas, Colorado, Connecticut, Delaware, Florida, Georgia, Hawaii, Illinois, Iowa, Kansas, Kentucky, Maryland, Massachusetts, Michigan, Mississippi, Nevada, New Mexico, North Carolina, Oklahoma, Pennsylvania, Rhode Island, Tennessee, Virginia, Washington, Wisconsin and Wyoming. Not all of the responding states completed each item of the survey. Averages or percentages are based on the number of states that responded to a particular item.

Six of the responding states were unable to complete the questionnaire for various reasons. One (South Dakota) has no public community colleges. Two states lack central authority and, therefore, lack information about local colleges. Three states indicate they do not have adequate resources to complete the questionnaire. While it did not submit a completed survey, Ohio indicated that it has a statewide limit on the number of part-time faculty who may be employed. This information was included in the totals for this one survey item, raising the total number of responses for that one case to 29.

Status

A faculty member's status in a community college falls into one of three categories: (1) permanent faculty who are tenured, (2) probationary faculty who are on a tenure

track, and (3) temporary faculty who are in positions which do not lead to tenure. The latter, typically termed part-time faculty, are generally employed by a short-term contract with no guarantee of being rehired for the next academic term.

One of the objectives of this survey was to determine how other states define their part-time faculty. Table 1 summarizes the definitions given by 19 states that indicate they differentiate full-time from part-time faculty. The most common element included in the definitions was that part-time faculty teach less than 15 credit hours per term (nearly one-third of the cases). The next most frequently stated element was that part-timers are specifically contracted as such (one-fourth of definitions). Other definitions, in decreasing order of frequency of the response, include: teach less than 12 credit hours per term (one-fifth); no duties other than instruction; teaches less than 50 percent of a full-time workload; has no expectation of continued employment; has fewer non-teaching duties than full-time faculty; employed for less than 30 clock hours per week; and teaches after 4:00 p.m.

Nearly half (40%) of responding states indicate that minimum qualifications for part-time community college instructors are established statewide; in the others, qualifications are set locally.

Few states have statewide policies on employee rights for part-time faculty in community colleges. Only one-fourth (seven of the 27) states that responded to the question about employees' rights have a statewide policy that provides part-time faculty with any employee rights such as reemployment or promotion. The most common employee right reportedly set forth in statewide policy is due process, mentioned by five states. Two states note that there are employee rights (unspecified) for part-time faculty, but that these rights were defined by local collective bargaining agreements.

Use

The average number of full-time faculty employed by public community colleges responding states was 1,487, while the average number of part-time faculty was 2,130. The percentage of part-time faculty in these states (59 percent) is slightly greater than the 55 percent reported for all states in 1985 by the American Association of Community and Junior Colleges.

Five states report having a statewide policy or statutory limit on the number of part-time faculty who may be employed by a community college. Of the remaining states in the sample, just over half indicated that the local community colleges set limits on the use of part-time faculty. Examples of these policies are given in Table 2. These policies are either a limit on the total amount of credit hours that can be taught by part-timers, a limit on their numbers in proportion to full-time faculty or, as in Nevada's case, setting a funding limit for part-time faculty.

Table 1
DEFINITIONS OF PART TIME FACULTY

STATE	DEFINITION
Alabama	Have no responsibilities other than teaching.
Arkansas	Teach fewer than 15 credit hours per term and have fewer additional duties.
Colorado	Are contracted on a class-by-class basis at a rate of pay per class, credit hour or contact hour.
Connecticut	Teach fewer than 15 credit hours per term. Class preparation and teaching is part-time with no expectation of continued employment beyond each term.
Delaware	Are employed for less than 30 clock hours per week.
Florida	Teach less than 42 credit hours per annum or less than 15 credit hours during the fall or winter terms, or less than 12 credit hours during the summer term.
Georgia	Teach 50 percent or less of a full-time workload.
Hawaii	Are hired with "Lecturer" titles, do not encumber positions, are and term-by-term hires with no guarantee for rehire.
Kansas	Are not part of the collective bargaining unit.
Kentucky	Teach fewer than 15 credit hours and have no duties in addition to instruction.
Maryland	Teach fewer than 12 credit hours per term and the state does not pay their Social Security or state retirement benefits as they would for full-time faculty.
Mississippi	Teach less than 12 credit hours per term.
New Mexico	Have less than a full-time workload and are paid on a per-course or per-credit hour basis.
Oklahoma	Teach less than 15 credit hours per term.
Pennsylvania	Teach less than 12 credit hours per term or are not on a 9 or 12 month contract.
Rhode Island	Teach after 4:00 p.m.
Tennessee	Teach less than 15 credit hours per term.
Virginia	Are contracted with on a term-to-term basis and paid at the lecturer rate.
Wisconsin	Teach 50 percent or less of a full-time load.

A comparison of the limit status with reported use of part-timers (see Table 3) suggests that limits do have an impact. However, other factors impact the use of part-time faculty, including the number of part-time students, emphasis on noncredit instruction and/or vocational instruction, and size of colleges. More detailed analysis would be required to draw a definitive conclusion on the effectiveness of limits, state or local.

Table 2
EXAMPLES OF STATEWIDE LIMITS ON THE USE OF PART-TIME FACULTY

STATE	NATURE OF LIMITATION
Alabama	The total number of credit hours produced by part-time faculty is limited to 25 percent of total credit hours.
Maryland	The current rule is that 50 percent of full-time equivalent faculty must be employed full-time. (A proposed regulation would be that at least 50 percent of the total credit hours offered shall be taught by full-time faculty members.)
Nevada	The Nevada legislature budgets 45 percent of community college funding for full-time faculty and 55 percent for part-time faculty.
Oklahoma	It is state policy that not more than 25 percent of faculty be part-time employees.
Ohio	It is a state regulation that 60 percent of the curriculum should be taught by full-time community college instructors or administrators.

Table 3
LIMITS AND USE OF PART-TIME FACULTY

TYPE OF LIMIT	NUMBER OF STATES	PART-TIME AS PERCENT OF TOTAL FACULTY
Statewide Limit	5	53.7
Limits set by local colleges	13	51.6
No Limits	11	58.8
Total	29	

Source: American Association of Community and Junior Colleges, *Directory*, 1985.

Workload

In the responding states, the average statewide teaching workload for full-time faculty is 15 class hours per week. By comparison, part-time faculty have an average workload of just over four class hours per week. (See Table 4.) Part-time faculty are reported to teach nearly one-third of total faculty contact hours in the states surveyed.

Eight of 28 responding states indicate there is a statewide policy or statutory limit on the extent of overload teaching (for additional compensation) by full-time faculty. Table 5 presents the nature of these limits for the six states that supplied detailed responses. Restrictions take the form of either a limit on the number of courses an instructor may teach or a limit on the total number of credit hours of instruction per term or academic year. In Kentucky, however, the requirement is that overload must be taught after 5:00 p.m.

Table 4
FACULTY WORKLOAD

CATEGORY	AVERAGE PER STATE (Median)
Full-time Faculty Workload	15.0 Class Hours Per Week
Part-time Faculty Workload	4.25 Class Hours Per Week
Percent of Total Faculty Contact Hours Taught by Part-time Faculty	30.0 Percent

Table 5
EXAMPLES OF STATEWIDE LIMITS ON OVERLOAD TEACHING BY FULL-TIME FACULTY

STATE	NATURE OF LIMIT
Alabama	Faculty may not teach more than one course per term or two overload courses per year. The course may not be more than five credit hours.
Connecticut	Faculty may not teach more than one overload course per term.
Hawaii	Nine-month faculty may not teach more than two overload courses or six credit hours. Eleven-month faculty may not teach more than three courses or nine credit hours of overload teaching during the academic year.
Iowa	The total workload of an arts and science instructor may not exceed 18 credit hours per term. An instructor in a career education program may teach, in addition to the full-time load, the equivalent of an additional three credit hour course.
Kentucky	Faculty may not teach overload before 5:00 p.m.
Virginia	Faculty may not teach more than five credit hours per term and not more than 12 credit hours per year.

Nonclass Duties

Only one state reported a statewide statute or regulation requiring part-time faculty to participate in educationally-related activities beyond to classroom instruction. In this state, part-time faculty are required to maintain office hours. In all of the other responding states, local colleges require part-time faculty to engage in activities other than instruction (see Table 6). In one-fourth of the states, part-time faculty are required by local community colleges to assist in course and program development, assist students at registration, and serve on instructional committees. In one-fifth of the states, colleges require part-time faculty to maintain office hours, attend regular staff meetings, and to participate in staff development and instructional improvement activities.

Table 6
STATES WHERE LOCAL COLLEGES REQUIRE PART-TIME FACULTY TO ENGAGE IN ACTIVITIES IN ADDITION TO INSTRUCTION

ACTIVITY	STATES	PERCENT
Hold office hours	5	20.9
Attend regular staff meetings	5	20.9
Serve on instructional committees	6	25.0
Assist students in registration	6	25.0
Advise students in curricular and career choices	3	12.5
Participate in course and program development	6	25.0
Assist in screening, selection and evaluation of faculty	1	4.2
Assist in preparation of departmental or program budgets	3	12.5
Articulate course and student transfer with K-12 and four-year colleges and universities	1	4.2
Participate in co-curricular activities (clubs, athletic activities, etc.)	2	8.4
Supervise classified staff	4	16.7
Maintain instructional equipment	4	16.7
Participate in faculty planning, development and utilization	2	8.4
Participate in staff development and instructional improvement activities organized by the college	5	20.9

One of ten responding states indicate that community colleges are required by statewide statute or policy to offer staff development and inservice training to part-time instructors. In 74 percent of the remaining states that do not have these requirements, the colleges typically provide these services on their own initiative.

Evaluation

Two-thirds (19) of the responding states indicate there is a statewide policy or statutory requirement for the evaluation of full-time faculty. (See Table 7.) The most frequent evaluation procedure is the formal evaluation by district administration or designee in nine of the states. Of these nine states, eight conduct the evaluation annually. Four states use written class survey evaluations by students, while four other states use formal evaluation by a team of faculty peers. Of the states using written class surveys, two of the states conducted their evaluation each term, while one state evaluates their full-time faculty annually. Two states, using a team of faculty peers for evaluations, conduct their evaluations each term

while two other states using the same procedures conduct their evaluations annually.

Table 7
EVALUATION PROCEDURES FOR FULL TIME FACULTY

EVALUATION PROCEDURE	FREQUENCY OF EVALUATION: Each Term #	Annual #	Other #
Formal evaluation by district administration or designee		8	1
Written class survey evaluation by students	2	1	1
Formal evaluation by a team of faculty peers		2	2
Formal evaluation by a team with representatives from faculty, administration and students		1	

Only four of the responding states have a statutory requirement for the evaluation of part-time faculty. In two states, the requirement is an annual evaluation by district administration or designee: one given annually and the other every term. Nine of ten indicated that evaluation policies for part-time faculty are set by local colleges.

Collective Bargaining

Two of five (12) responding states have community college faculty which bargain collectively under statutory provisions. (See Table 8.) Where there is collective bargaining, the bargaining unit is defined statewide in one-third of the cases, and locally in two-thirds of the cases. In most of those states where there is collective bargaining, both full- and part-time faculty participate.

Compensation

One-fourth (7) of responding states have a statewide compensation schedule and/or policy for full-time faculty. Nearly one-fifth (5) of states have a statewide compensation schedule and/or policy for part-time faculty.

Four of the responding states require community colleges to provide fringe benefits such as health, dental, vision, etc., to part-time faculty. Another six states indicate that even though these benefits are not required by the state, local colleges provide

Table 8
COLLECTIVE BARGAINING FOR COMMUNITY COLLEGE FACULTY IN RESPONDING STATES

	Number
No collective bargaining	16
Collective bargaining	12
Statewide Units	4
Local Units	8
Full-time Only	4
Part-time Only	0
Both Full- and Part-time	7
Unknown	1

them anyway. It appears that in two-thirds of the states, part-time community college faculty are provided few, if any fringe benefits.

Only one state responding to this survey reported a statutory or statewide policy on pro-rata pay for part-time faculty where compensation of part-time faculty is linked to compensation of full-time faculty.

The average annual salary for full-time faculty in responding states was reported to be $25,870, with an additional $4,402 in fringe benefits. (See Table 9.) Full-time salaries ranged from a low of $19,639 to a high of $32,654. Full-time benefits range from a low of $2,000 to a high of $7,126 per annum. The average pay for part-time faculty is nearly $20 per class contact hour, with an additional $0.30 fringe benefits per class contact hour. Part-time compensation ranges from $15 per class contact hour to $26 per hour.

Table 9
REPORTED COMPENSATION FOR FULL AND PART TIME FACULTY

STATE	ANNUAL FULL-TIME SALARY	ANNUAL FULL-TIME BENEFITS	SALARY PER CLASS CONTACT HOUR PART-TIME	BENEFITS PER CLASS CONTACT HOUR PART-TIME
Alabama	$26,500		$15.00	
Arkansas	23,333			
Colorado	25,343	$4,297		
Connecticut	25,048	7,126		
Delaware	28,544	4,282	16.50	
Florida	27,522			
Georgia	25,303			
Hawaii	28,084	6,439		
Iowa	23,661			
Illinois	32,654			
Kansas	24,334	2,000		
Kentucky	22,226	2,200		
Maryland	30,500			
Massachusetts	28,000			
Mississippi	22,363	4,472		
New Mexico	19,639		22.00	
North Carolina	25,572			
Rhode Island	28,355	4,777	26.00	
Virginia	25,744	4,634	20.00	
Washington	27,538	6,525	18.00	$1.80
AVERAGE (Mean)	$25,870	$4,402	$19.58	
MEDIAN	$25,658	$4,553	$19.00	

CHANCELLOR'S OFFICE

CALIFORNIA COMMUNITY COLLEGES
1107 NINTH STREET
SACRAMENTO, CALIFORNIA 95814
(916) 445-8752

August 15, 1986

TO: State Directors of Community/Junior Colleges

FROM: JOSHUA L. SMITH
Chancellor
California Community Colleges

SUBJECT: SURVEY OF POLICIES AND PRACTICES ON PART-TIME INSTRUCTION

The attached questionnaire is designed to obtain information we need for a study we are conducting on the policies and practices for part-time instruction. You can assist us in this work by completing and returning the questionnaire by September 5, 1986 in the stamped self-addressed envelope.

We are conducting this study at the request of the Board of Governors of the California Community Colleges. Our report is to analyze part-time faculty issues and develop recommendations for their solutions. The policy issues to be addressed are related to the appropriate "core" of full-time faculty; the implications of requiring part-time faculty to participate in non-teaching activities such as advising students; the proper workload for part-time faculty; the compensation and employee rights of part-time faculty; and the appropriate level of overload teaching for full-time faculty.

If you are interested, we will send you a copy of our report when it is completed. Thank you for your cooperation.

Attachment

SURVEY OF POLICIES AND PRACTICES ON PART-TIME INSTRUCTION

Name of State: _____ Date: _____

Name of Respondent: _____ Telephone #: _____

Respondent's Title: _____

In those cases where data are requested but actual data are not available, please provide your best estimate and so indicate with an "e".

1a. How many faculty taught in your public community colleges during the fall 1985 term? Full-time: _____ Part-time: _____

1b. What is the statewide average teaching workload (classroom hours/ week)?
Full-time workload: _____ class hours/week
Part-time workload: _____ class hours/week

1c. What percentage of the total faculty contact hours are taught by part-time faculty? _____%

2. Please describe how you define full-time from part-time faculty.

_____
_____
_____
_____
_____

3. Is there a statewide policy or statutory limitation with regard to the number of part-time faculty who may be employed by a community college in your state?
Yes_____ No_____

a. If yes, please describe briefly: _____
_____
_____
_____
_____
_____

b. If no, do local colleges set limits? Yes_____ No_____

4. Does state statute or regulation require part-time faculty to participate in educationally related activities in addition to classroom instruction?
Yes_____ No_____

a. If yes, please check all those activities listed below which are required by state statute or regulation. If no, please check all those activities listed below which are typically required by the local colleges.

ACTIVITIES	Required By Statute	Locally Required
1. Required office hours	____	____
2. Attend regular staff meetings	____	____
3. Serve on instructional committees	____	____
4. Assist students in registration	____	____
5. Advise students in curricular and career choices	____	____
6. Participate in course and program development	____	____
7. Assist in screening, selection and evaluation of faculty	____	____
8. Assist in preparation of departmental or program budgets	____	____
9. Articulate course and student transfer with K-12 and four-year colleges and universities	____	____
10. Participate in co-curricular activities (clubs, athletic activities, etc.)	____	____
11. Supervise classified staff	____	____
12. Maintain instructional equipment	____	____
13. Participate in faculty planning, development and utilization	____	____
14. Participate in staff development and instructional improvement activities organized by the institution	____	____
15. Other (specify): _____	____	____
_____		
_____		
_____		

5a. Is there a statewide policy or statutory requirement for the evaluation of full-time faculty?

Yes____ No____

If yes, please indicate the frequency and procedures by completing the following matrix. Place a check mark in the appropriate spaces provided.

[FULL-TIME FACULTY] EVALUATION PROCEDURES	FREQUENCY OF EVALUATION: Each Term	Annually	Biennial	Other (specify)
a. Formal evaluation by district administration or designee	____	____	____	_____
b. Written class survey evaluation by students	____	____	____	_____
c. Formal evaluation by team of faculty peers	____	____	____	_____
d. Formal evaluation by team with representatives from faculty, administration and students	____	____	____	_____

e. Other (specify)_____ ____ ____ ____ _____

If no (to question #5a), are evaluation policies set by the local colleges?
Yes_____ No_____

If yes, (policies are set locally) please describe the typical policies:

5b. Is there a statutory requirement for the evaluation of part-time faculty?
Yes____ No____

If yes, please indicate the frequency and procedures by completing the following matrix. Place a check mark in the appropriate spaces provided.

[PART-TIME FACULTY] EVALUATION PROCEDURES	FREQUENCY OF EVALUATION Each Term	Annually	Biennial	Other (specify)
a. Formal evaluation by district administration or designee	____	____	____	_____
b. Written class survey evaluation by students	____	____	____	_____
c. Formal evaluation by team of faculty peers	____	____	____	_____
d. Formal evaluation by team with representatives from faculty, administration and students	____	____	____	_____
e. Other (specify)_____	____	____	____	_____

If no (to Question #5b), are evaluations policies set by the local colleges?
Yes_____ No_____

If yes, (policies are set locally) please describe the typical policies:

6. Do you have a statewide policy or statutory limitation on the extent of overload (for extra compensation) teaching for full-time faculty?
Yes_____ No_____

If yes, please briefly describe:_____

7. At what level are minimum qualifications for part-time community college instructors established? Statewide_____ Locally_____

8. Are your public community colleges required by statute or statewide policy to offer staff development and inservice training for their part-time instructors?
Yes_____ No_____
If no, do the colleges typically do so anyway?
Yes_____ No_____

9. Do your community college faculty bargain collectively under statutory provisions?
Yes_____ No_____
If yes, the bargaining unit is defined: statewide____ local____

If yes, who participates in collective bargaining?
full-time___ part-time___ both full-time and part-time___

10. Does your State have a statutory or statewide policy on pro-rata pay for part-time faculty (where compensation of part-time faculty is linked to compensation of full-time faculty)?
Yes____ No____

If yes, please describe:_____

11. Does your State require the community colleges to provide any fringe benefits such as health, dental, vision, etc. to part-time faculty?
Yes_____ No_____
If yes, please list the benefits:_____

If no, do the colleges provide these benefits to part-time faculty anyway?
Yes_____ No_____
If yes, please list the typical benefits:_____

12. Does your State have a statutory or statewide policy which provides part-time faculty with any employee rights, such as re-employment, promotion, due process in grievances, etc.

Yes____ No____

If yes, please describe_____

_____

_____

_____

_____

_____

13. Do you have a statewide compensation schedule/policy for your faculty?

Full-time: Yes____ No____

Part-time: Yes____ No____

14. What is the average compensation of your faculty? (Use mean weighted by faculty if possible, if not, specify measure_____.)

Full-time:

Salary:$_____/Year

Fringe Benefits:$_____/Year (Do not include federally mandated withholding such as social security, workers compensation, etc.)

Part-time:

Salary:$_____/Per Class Contact Hour

Fringe Benefits:$_____/Per Class Contact Hour (Do not include federally mandated withholding such as social security, workers compensation, etc.)

15. Have you completed or do you know of any recent studies on the use of part-time faculty in your State?

Yes____ No____

If yes, please provide us with a complete reference or a copy (if available)._____

_____

_____

_____

_____

16. Would you like a copy of our report when it is completed?

Yes____ No____

Thank you for your assistance. Enclosed is a self-addressed stamped envelope for your convenience.

Please return the completed questionnaire to:

Chuck McIntyre
Director of Research and Analysis
Chancellor's Office
California Community Colleges
1107-9th Street
Sacramento, Ca. 95814
(916) 445-0104

ERIC Clearinghouse for Junior Colleges

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